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ABSTRACT

Conservation of energy and resources, recycling and reprogramming of excess school space, coordination and co-programming of human service agencies, and efficiency and economy are among the reasons why interagency programs share space, staff, and other resources. Citizens, professionals, agency executives, and elected officials are recognizing that cooperation must take place if we are to provide effective service levels within a reasonable range of costs. Interagency projects that share school facilities provide prime examples of the expanded service, with improved cost benefit ratios, that is possible through coordination and cooperation among agencies. This publication is based on the premise that sharing is basic in interagency programs and that conservation of energy and resources is both a proper and attainable objective. Its subject matter covers the elements and processes of creating interagency linkages and projects as well as the leadership style of the individuals, the "enablers," who are instrumental in creating these linkages and projects. In eight chapters, the book discusses basic principles and concepts, leadership, strategies and techniques, the influencing of bureaucracies, problem solving, creation of new linkages, operational aspects, and creation of interagency projects. (Author/IRT)

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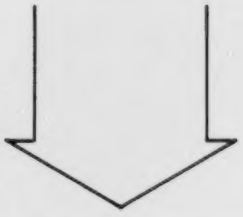

SCHOOL AND COMMUNITY AGENCIES

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CREATING INTERAGENCY PROJECTS. . .
School and Community Agencies

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PREFACE

Conservation of energy and resources, recycling and reprogramming of excess school space, coordination and co-programming of human service agencies, efficiency and economy are among the reasons why interagency programs share space, staff and other resources and are being considered by communities throughout this nation and abroad. Citizens, professionals, agency executives, and elected officials are recognizing that cooperation must take place if we are to provide effective service levels within a reasonable range of costs. We have reached the point where we can no longer afford to add on or improve service without seeking to improve cost/benefit ratios.

Declining or shifting school-age populations have left us with valuable surplus facilities. Instead of being targets for vandals, surplus schools can become community centers even though their school-age populations have shrunk. Often the facilities are in prime locations in our communities where they can benefit the total community, serving needs ranging from those of the aging population through those of pre-school children. Other agencies, both public and private, can contribute to the cost of retaining the building and programs which can serve the total community.

Many examples of the school being used in space-sharing, cooperative programming, turf exchanges, and other interagency linkages have been described in publications such as Educational Facilities Laboratories' *Surplus School Space: Options and Opportunities, Community/Schools: Sharing the Space and the Action,* and the *Community Education Journal,* "Interagency Cooperation," Vol. 5, No. 5. Strategies, techniques and forms for interagency linkages have been described in *Community/Schools and Interagency Programs* by Joseph Ringers (Pendell Publishing Co., 1976). What, then, is the obstacle preventing numerous combinations and partnerships for program inprovement and cost effectiveness? Is it merely that the concept's time is just beginning to come or is there a need to understand the dynamics, practical politics or statesmanship required to effect such changes? The author believes both to be true.

The concept is rapidly gaining acceptance so that a new fraternity of individuals, "Enablers," who work "in-between" agencies is beginning to emerge, due in part to the national professional organizations who have begun to "team" in order to cope with their own problems and to provide the advantages which their members can gain through association interaction. But persons interested in promoting new interagency arrangements need to understand bureaucracies. They need to know what qualities the change agent, leader or enabler must develop and demonstrate to be effective. Appropriate strategies and techniques need to be arranged for a company of players to carry out. Knowing one's opponents, understanding the arena in which the action will take place, being aware of techniques which bring favorable responses, and recognizing problem areas and how to deal with them are all important to one's ability to achieve a desired result.

Agency personnel who are motivated to work in this area must be prepared to accept the fact that they are likely to be misunderstood and not likely to be appreciated for working in the "no man's " land between agencies. Those who do accept the challenge must be certain that their agency executive is supportive, or at least neutral, about both the concept of interagency cooperation as well as the agency with whom new linkages are to be formed.

Hopefully, this manual contains many thoughts and ideas which may first strike the reader as, "gee, I wish I had said that!" The truth of the matter is that most likely the reader has said or thought just about everything that he/she will be reading. The author has attempted only to assemble and organize down-to-earth principles for interpersonal relationships which are applicable in the area of interagency cooperation. After reading this manual, keep it handy for those times when the reader needs self-renewal. Also when some relationship becomes particularly difficult, the reader might consider sharing some of the thoughts with the other parties so that all may take a fresh look at the problem and develop a creative approach that will result in a satisfying arrangement for community development.

CHAPTER ONE
BASIC PRINCIPLES AND CONCEPTS

Interagency Programs

Interagency programs are programs where two or more agencies share space, staff, costs and/or other resources. These cooperative arrangements are designed to:

- make better use of existing facilities, staff, equipment and other resources through sharing;
- provide better utilization of any excess capacity;
- redistribute tasks and functions so that they may be performed by the agency which is best able to deliver the service; and
- streamline the administration and delivery of essential services so that they may be reapplied to extend service capability.

Frequently, interagency programs result in jointly-owned and/or operated human service centers where multiple services can be offered to community clients.

Impetus for Cooperation

In order to understand the current interest in interagency programs, it is necessary to examine some of the motivation creating activity in this area. At least three basic needs provide the impetus for interagency programs from a *community* point of view:

- the need to conserve economic resources (keep taxes down)
- changing social needs of the community
- unmet urgent social needs of a particular segment of the population

The first two are, in reality, very similar: insufficient resources to achieve desired results. The latter may reflect either a change in attitude or the lack of resources to cope with a particular problem or need.

The needs which provide impetus for interagency programs from the *agency* point of view are generally shortages:

- shortage of funds
- shortage of labor
- shortage of capital assets
- shortage of clients

Other stated reasons also suggest an element of economy:

- larger units are generally more efficient
- combining service units makes it possible to provide satellite stations closer to clients
- co-location of services permits co-programming for more effective programs
- co-location and co-programming provide for better utilization of available resources

Using available school facilities is a logical solution to help meet needs from both viewpoints. In fact, schools should be a major participant in interagency programs because school programs

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demand a substantial portion of a community's taxes and school facilities are a major capital asset of the community. Schools are a logical base for interagency programs because of the human and economic resources they control. While the pressure to start cooperative projects may originate with the citizenry, the leadership of the central school office personnel is necessary for progress to be made. In order to be a major participant, school personnel must play a prominent leadership role in identifying opportunities and in enabling effective interagency linkages to develop.

Community

The term "community" has many dimensions. It can apply to a geographic area, a group of persons who share common concerns or cultures, or a political unit of government. In each of these cases, the group is likely to cluster about or have access to a public school building. Each person has his own definition of community and it will often include a reference to a school.

Early experiences in a school (particularly a high school) have lifelong significance to most individuals. People tend to maintain a loyalty to the school which served them during their formative years as well as to others with whom a common experience was shared during that period. When the school continues to provide a place where a "sense of community" is fostered, it provides a sense of continuity and identity. It becomes a community school.

The Community School

Because the community school's focus is the total community, it can be a catalyst for general community improvement. An important role of the community school administrator is to assist the community and its service agencies to form creative arrangements which will provide more effective delivery of necessary community services. The National Community Education Association's philosophy statement expresses the concept as "The community school serves as a catalytic agent by providing leadership to mobilize community resources to solve identified community problems. This marshalling of all forces in the community helps to bring about changes as the school extends itself to all people." (NCEA, 1976)

Agency Aims

The National Joint Continuing Steering Committee (National Community Education Association, American Association for Leisure and Recreation and the National Recreation and Park Association) stated:

> The goal of all agencies should be to recognize their responsibilities and respond with all available resources to the human needs of people. Maximum effectiveness must be strived for in the use of available resources and in minimizing duplications. (The Ultimate to Serve... through Interagency Communication, Coordination and Cooperation, p. 3)

Although this goal is a very noble ideal toward which to strive, at the operating level, motivation is likely to be based upon the need or desire to:

- reduce or spread costs by sharing human or economic resources
- provide or receive support for a necessary program
- deliver more effective services through coordinated efforts
- be more responsive to the needs of their clients

When agencies make a conscious decision to share, cooperate or participate in a new arrangement with respect to their functions, there must arise a degree of apprehension about the new course to be followed. It is a basic fact that whenever one enters into a partnership, one loses something in the process; and one must determine whether the anticipated gain is sufficient compensation for the sacrifice being made.

Problems will arise in the agencies when new arrangements are being developed and careful attention must be given to protecting the sovereignty of each agency in the partnership. The process of sharing control should not result in a "takeover" by any one agency if the integrity of each agency is to be preserved. If the projects are entered into willingly, if each is just another step in a history of previously successful arrangements, and if each participating agency is satisfied with the "tradeoffs," the likelihood of success is increased. A later chapter will deal with the concerns over potential loss of turf, potential loss of power and potential lack of staff ability and willingness to change.

An ideal goal (which has not been achieved in very many communities) is the establishment of comprehensive service centers to replace unitary service points.

Comprehensive service centers enable multiple services to be located nearer the clients, permitting closer coordination of agency effort, and contributing to a "sense of community" where fragmentation might have existed previously. With their establishment, it is likely that a new sense of direction would take place in the community and client frustrations would tend to subside.

Political Attitudes

Political attitudes are very much involved in the process of developing interagency and intergovernmental cooperation. Political leaders have begun to express some strong opinions regarding cooperation among agencies and institutions. President Jimmy Carter has stated:

> If education for the elderly were increased, schools and universities could employ more teachers,

> utilize facilities more fully and also provide an invaluable service to the community. If schools and universities were encouraged to pool or share resources, then costly services and equipment need not be duplicated and the competition for students could decline. (Statement in February 1976 issue of *Change*, New Rochelle, N. Y.)

He has also stated:

> I'd like to see the community schools concept initiated wherever possible and I believe that local communities in every state, including Georgia, ought to seriously examine this chance to improve themselves through a process that brings people closer together and extends educational opportunity to all our citizens. (National Community Education Association Letter, dated October 15, 1976.)

Federal legislation also provides support for the concept through the Community Schools Act and other legislation has been introduced to fund the major portion of the cost of converting surplus school space to serve other necessary community services.

At the state level many legislatures have either passed legislation or are in the process of considering legislation to encourage expanded community use of school facilities, integrated community resources including schools and community involvement and citizen participation. One model for legislation relating to interagency and intergovernmental cooperation is Pennsylvania's Act No. 180 of the General Assembly which became law July 12, 1976. It permits schools and other governmental bodies to cooperate with, and to delegate or transfer any function, power or responsibility to one or more other governmental units within or outside the borders of Pennsylvania through such joint agreements as may be deemed appropriate for such purposes.

Basic Hypotheses

There is no single model for interagency programs. To enter into a cooperative arrangement, an agency may be motivated by its inability to secure sufficient support for the continuance or expansion of its programs. It may also be motivated by pressures brought to bear by the community it serves or by the larger unit of which it is a part. Whatever the motivation, all interagency programs have in common effective leadership which develops creative solutions to problems when they arise. They also have certain basic underlying hypotheses in common:

- Each participating agency must be prepared to surrender some part of its turf or resources when it enters a new arrangement in order to produce a collective gain.
- Agencies must accelerate efforts to communicate with each other and their clients and community in order to uncover opportunities for collaboration, coordination and cooperation.

Barriers

Each community is composed of a network of agencies, governmental, profit and non-profit. Each agency has established its own "turf" and has a standing in the community about which it is very jealous. Each attempt to consolidate or exchange domains—even small portions of those domains—is bound to raise apprehensions in the agency and in its personnel. These concerns must be dealt with in a forthright and fair manner so that each staff member understands not only the intent of the project, but also the steps by which it will be brought into being and how it will affect each individual and the total agency "turf."

These barriers can create many kinds of problems. Consequently, successful interagency programs do not suddenly occur. They take planning and dedicated efforts on the part of many people, especially the Enabler.

CHAPTER TWO
LEADERSHIP

Getting Started

Conceiving, developing and implementing interagency programs should be a natural outgrowth of a needs assessment program in which the community takes stock of where it is, what its needs are and how it must proceed to bring about a desirable change. Participants in the assessment process should include all segments of the community and each agency which has an interest in any aspect of the matters under review. Also, any agency which has a potential for contributing to the improvement of the community should be a participant. The initial group invited to participate may be large, but it is important to have as broad an exposure as possible in order that all facets of the state of affairs and the proposed re-direction may be considered. If an agency should cease to participate actively, a way must be found to keep it informed of further progress, so that the agency might be able to make a real contribution at a later date as the goals of the program become clearer.

Regardless of the form of analysis, the initial steps in the needs assessment process will be explorative. In addition to determining what the needs are and what course of action has general support, the process also will enable individuals to be identified and accepted by the community as leaders in the effort. It will serve to further clarify the roles which agencies, individuals and organizations will play in the campaign and in the implementation of the program. Objectives, strategies and techniques will become clearer as the group reaches consensus on the plan and ultimate goals.

The phases through which interagency programs evolve are illustrated in the following chart:

DEVELOPING INTERAGENCY PROGRAMS

PHASES	CONCERNS/ACTIONS
CONCEPTUAL	Where are we? Where do we seem to be going?
DEVELOPMENT	Where do we want to go? How can we get there? What do we need to get there? What alternatives are available?
GATHERING ALLIES	Who will help us? What talent/power do they possess? What relationships exist and are needed? How can these relationships be strengthened?
STRATEGY	What do you have to offer? What reaction do you expect? What alternatives can you tolerate? Plan: assign the players; set direction and time frame; rehearsals (small projects); establish communication network.
THE CAMPAIGN	Work the plan Develop support, encourage participation. Exert influence/power Reach understanding.
IMPLEMENTATION	
EVALUATE AND RECYCLE	

The Enabler

Leadership and leadership style are very critical in any community development activity. Many leadership styles that are appropriate in other situations may be very inappropriate in developing community interagency programs. The leadership style presented in this chapter is referred to as "The Enabler."

The Enabler for community development programs is the person who anticipates community needs, creates an awareness of the needs and activates a process to cope with the needs; the person who patiently and persuasively motivates people to explore the alternatives available; the person who organizes, encourages, guides and prods others into conceiving creative solutions for community problems; the person who stimulates and conciliates and who knows just how much power and what type of power to apply to achieve certain objectives; the person who knows where and how to develop political support for the program. The Enabler assists community representatives and agency personnel in arriving at reasonable programs which are responsive to community needs.

Enablers are known by many names and are found both within agency staffs and as patrons of agency services. They may be called planners, community directors, community developers, extension agents or any number of other titles. Researchers have not been able to identify any meaningful list of qualities or attributes which applies to these individuals. Leadership frequently is a transactional quality depending upon time, circumstances and other persons.

The Enabler is a motivator and teacher or counselor rather than a leader in the traditional sense. The prime function of the Enabler is to develop leaders for community development. Those community leaders must bear the responsbility for the planning and implementation of the interagency project. The Enabler remains in the picture as a guide and conciliator to provide expertise throughout the process and as a person whose personal qualities generate confidence, loyalty, faith and dedication.

The Enabler must maintain a low profile in order that the community has an opportunity to develop its own leadership and to set its own course. Community members are to be the consumers of the services as well as the stockholders of the agency which will provide the services. The Enabler and agency staff should see themselves only as intermediaries in delivering the level and type of services which the community is willing to support.

THE ENABLER

Identifies problems/opportunities
Motivates
Organizes
Suggest/develops alternatives
Encourages creativity
Provides guidance
Expedites
Prods
Conciliates/effects compromises

Tools

The Enabler has many "tools" to use with community development projects. Some of them may be categorized under the heading of "restlessness" or an insatiable desire to help the community become better than it is. The Enabler is always provoking others by asking questions such as:

- Why not strive for something better?
- Is what we are what we want to be?

- Is this the best we can do?
- Is there a more effective way of satisfying our community needs?
- Even though our community is healthy today, will it be good enough for tomorrow?
- Should we keep on doing what we have been doing, or should we consider different arrangements of service?

Stimulation of community groups to study present circumstances as well as to explore alternative arrangements is another tool which is effective in community development. Inducing discussions, study groups or task forces to focus on community conditions; steering community activities so that new developments within and beyond the community are recognized; and encouraging citizen participation in public forums are all effective in raising awareness levels of the need for a community to revitalize itself through self-examination.

Although power may be used to bring about change, the Enabler must know when and how to use:

- the power which comes from expertise
- the power of coercion (which is in reality a threat of power)
- the power which authority commands, or
- the power of legislation.

The use of power is offensive. While it may enable one to make a short term gain, the party against whom it is used may be sufficiently resentful to become an even stronger adversary in future transactions.

Generally, when change is to be effected, the Enabler must use the tool of compromise to negotiate, mediate, conciliate, and arbitrate reasonable solutions to the problems which change brings about. While compromise may take longer to effect, in the long run it is a more satisfactory strategy than the use of power. Power should be a last resort.

Negotiation

Negotiation is an art which is employed more and more frequently in all facets of life. The American Association of School Administrators' publication "The School Administrator and Negotiation" (1968) offers some good suggestions for effective negotiation:

1. *Keep calm–don't lose control of yourself.* Negotiation sessions can be exasperating. The temptation may come to get angry and fight back when intemperate accusations are made or when "the straw that broke the camel's back" is hurled on the table.
2. *Avoid "off the record" comments.* Actually nothing is "off the record." Innocently made remarks have a way of coming back to haunt their author. Be careful to say only what you are willing to have quoted.
3. *Don't be overcandid.* Inexperienced negotiators may, with the best of intentions, desire to "lay the cards on the table face up." This may be done in the mistaken notion that everybody fully understands the other and utter frankness is desired. Complete candor doesn't always serve the best interests of productive negotiation. This is not a plea for duplicity; rather, it is a recommendation for prudent and discriminating utterances.
4. *Be long on listening.* Usually a good listener makes a good negotiator. It is wise to let your "adversaries" do the talking–at least in the beginning.
5. *Don't be afraid of a "little heat."* Discussions sometimes generate quite a bit of "heat." Don't be afraid of it. It never hurts to let the "opposition" sound off even when you may be tempted to hit back.
6. *Watch the voice level.* A wise practice is to keep the pitch of the voice down even though the temptation may be strong to let it rise under the excitement of emotional stress.
7. *Keep flexible.* One of the skills of good negotiators is the ability to shift position a bit if a positive gain can thus be accomplished. An obstinate adherence to one position or point of view, regardless of the ultimate consequences of that rigidity, may be more of a deterrent than an advantage.

8. *Refrain from a flat "no."* Especially in the earlier stages of negotiation it is best to avoid giving a flat "no " answer to a proposition. It doesn't help to work yourself into a box by being totally negative "too early in the game."
9. *Give to get.* Negotiation is the art of giving and getting. Concede a point to gain a concession. This is the name of the game.
10. *Work on the easier items first.* Settle those things first about which there is the least controversy. Leave the tougher items until later in order to avoid an early deadlock.
11. *Respect your adversary.* Respect those who are seated on the opposite side of the table. Assume that their motives are as sincere as your own, at least until proven otherwise.
12. *Be patient.* If necessary, be willing to sit out tiresome tirades. Time has a way of being on the side of the patient negotiator.
13. *Avoid waving "red flags."* There are some statements that irritate teachers and merely heighten their antipathies. Find out what these are and avoid their use. Needless waving of "red flags" only infuriates.
14. *Let the other side "win some victories."* Each team has to win some victories. A "shut out" may be a hollow gain in negotiation.
15. *Negotiation is a "way of life."* Obvious resentment of the fact that negotiation is here to stay weakens the effectiveness of the negotiator. The better part of wisdom is to adjust to it and to become better prepared to use it as a tool of interstaff relations.

To some extent these guidelines oversimplify an intricate process that requires knowledge, insight, and patience. Time and experience are necessary in the development of expertise in the art of negotiation. Both–prudently employed–will increase negotiating effectiveness.

Desirable Qualities and Attitudes of the Enabler

As stated earlier, the Enabler must become part of the fabric of the community but must also maintain a low profile. The combination of being involved and in touch without standing out is not easy for some people to achieve. There are certain qualities and attitudes an Enabler must possess; and before attempting to function in the Enabler's role, an individual should examine personal attitudes and qualities.

The following is a list of suggestions for the Enabler. An individual should assess personal strengths and weaknesses with regard to these suggestions as well as examine the willingness and capability to make the commitments required of an Enabler.

- Be prepared to give generously of time and talents. Give more than is expected; walk the extra mile.
- Be open, not devious. If in error, admit it openly; don't equivocate.
- Counsel, don't evaluate; provide logic and facts without engaging in personalities.
- Give answers, not arguments; provide alternatives; aim for the possible.
- Dare to be different and vary strategy; introduce elements of pleasant surprize. People will drop (or at least lower) defenses and probably respond in the tone which is set.
- Be flexible. Be certain that one's goals recognize the possibility of change.
- Let the position on a concept be firm, on a process be flexible, and on people be neutral and open.
- Plan work; set priorities for one's self. Consider how each milestone affects the overall plan.
- Be prepared to prove a point, but don't insist on it.
- Give credit generously; don't seek it.
- Communicate frequently, openly and frankly. Tell it like it is.
- Make a sincere effort to understand each person's rationale; "walk in their moccasins."
- Do not fear to take a risk; be self-motivated.

- Express ideas without being fearful of criticism.
- Develop a tolerance for discontent; this is a normal ingredient in the work, and must be lived with.
- Encourage support for one's propositions. A little humor goes a long way but if humor is not a strong point at least keep the dialogue gentle and patient.

Community development work can produce intense personal pressures upon the individual functioning in the Enabler's role. It is important that each individual be able to cope with their own feelings in order to work effectively with the community. A useful perspective for the Enabler to have is summed up in Goethe's words "The greatest thing in the world is not so much where we stand as in what direction we are moving."

However, when pressures begin to build, the following suggestions contained in "How to Deal with Your Tensions" (National Association for Mental Health, 1801 North Kent Street, Arlington, Va. 22209) may be helpful:

1. Talk it out.
2. Escape for a while.
3. Work off your anger.
4. Give in occasionally.
5. Do something for others.
6. Take one thing at a time.
7. Shun the "superman" urge.
8. Go easy with your criticism.
9. Give the other fellow a break.
10. Make one's self "available."
11. Schedule recreation.

PROCESS GUIDE

1. What reasons are most compelling for you to consider new interagency linkages?
2. What agency and what administrative level should take the initiative for creating new interagency relationships in your community (in your view)?
3. How does the local school building fit into your viewpoint of interagency programs?
4. Identify some linkages you feel are necessary or appropriate for your community.
5. Have you identified any local or state legislative hurdles which must be overcome; how will you deal with them?
6. How do you assess the attitude of other agency administrators toward new sharing arrangements?
7. What are the most powerful agencies in your community; what do you think would convince them to participate in interagency programs?
8. Which are the least powerful agencies in your community; what is their attitude toward interagency programs?
9. What initial steps for forming interagency relationships and new programs do you feel would be effective in your community?
10. What conditions in your community suggest the need for interagency programs? Suggest how the schools should be involved.

CHAPTER THREE
STRATEGIES & TECHNIQUES

How to Generate Legislative Support

At times legislative action may be necessary to permit the formation of an interagency linkage (permissive legislation) and at other times it may be appropriate to seek legislation to mandate or require rearrangements in existing relationships. Legislation may be sought to encourage new arrangements by offering incentives. The Enabler and the community leadership should establish communication channels with elected officials, and should strengthen those connections so that access to the officials and their key staff personnel might be easier when their assistance is needed. Care must be taken so that the relationship is not so strong as to alienate future holders of the same office when a change takes place.

Legislators at all levels have staff members, generally referred to as legislative or administrative assistants, upon whom they depend very heavily. It is usually necessary to go through one of these assistants in order to make contact with the legislator, and it is always advisable to familiarize them with concerns. They may be able to provide advice on how or when to proceed, or even what other contacts might be beneficial to your cause. They can counsel on related developments, and signal the need for more or different efforts.

While legislators are public officials, they are entitled to some privacy as well. Contacts made in official places and at scheduled times are generally received under better circumstances than those which infringe upon one's private life activities. Communications just prior to legislative sessions can be more leisurely as well as more informative to the legislator. Time becomes critical during the sessions and it becomes more difficult to communicate precisely the information needed for decision making. The Enabler and those desiring to influence legislators must be respectful of the legislator's time constraints and must develop a good sense of timing for communicating.

Citizens are likely to have more "clout" when relating to legislators. Administrators can add expertise to the discussions, but citizens are believed to be more representative of the electorate and to better indicate what will be supported. By coordinating their efforts, a team of citizens and administrators can be very effective even though they make separate presentations. The citizen component should endeavor to be equally representative of each segment of the community to avoid being deemed a special interest group.

What Influences Legislators

Today, legislators are placing less importance upon threats and force such as demonstrations and petitions. Although petitions with numerous names may seem impressive, it has been proven that many persons who sign petitions do not know what they are signing, that they sign only to avoid offending the person who is circulating the petition, or that they have motives other than those which the petition claims.

Personal and regular contacts by persons with whom they are familiar are of great importance to legislators. The personal appearance lets the legislator know the matter is of sufficient

importance for the communicator to make the effort to state a position and allows the communicator to use more senses in communicating–facial expressions, tone of voice, a firm hand shake, display of graphic aids, etc. A telephone call is generally not as effective as a personal appearance because the physical presence is missing. A letter is important but it also does not command the attention that a personal appearance does.

Legislators are more likely to be responsive to the person who calls a problem to their attention, offers one or more solutions, and signifies a willingness to be of assistance in developing a solution. The legislator cannot possibly be expert on all matters dealt with in the legislative session. Therefore, it is important to offer a solution as well as a problem. The legislator then evaluates the judgment of the one offering the solution as well as the solution itself. The "bottom line" on much legislation is generally two-fold–how much will it cost, and how will it affect the legislator's constituency.

Legislatures are often divided into various committees so that the expert talents of the legislators can be applied to special areas. Special interest groups engage lobbyists whose task it is to provide the legislators with all the help they can to reach a decision favorable to their interest. Citizen groups are likely to clash with these lobbyists. While the purpose and techniques of lobbyists and citizen groups may be similar (providing information supportive of their position), the resources available to lobbyists are significantly greater, and their efforts are both continuous and cummulative. Thus, the lobbyists are formidable opponents in those situations when one must oppose them. If there is a way to solicit their support or to have them share their expertise or contacts, it should be investigated.

The Enabler should attempt to maintain regular contact with the legislators if only to keep lines of communication open. The Enabler should be able to introduce community project leaders to their legislators when necessary for the project, and should also be able to identify key community leaders for the legislator when appropriate. The Enabler serves much the same purpose as a lobbyist by keeping the legislator informed of concerns in the field of interest, by being a sounding board for the legislator, and by being ready to assemble information when the legislator needs it to support a particular issue. The Enabler should also attempt to maintain contact with their staff because staff persons have more time and more need for information than do legislators. The staff must sift through issues and positions on issues in order to provide the legislator with the best possible posture with regard to the legislation.

Some Suggestions for Group Training

If the Enabler is working with a group who know what they want to do, how to do it, and can agree on strategy and techniques, that is fortunate. But many groups of well-intentioned citizens know only that they are looking for a change, and are not certain about what change will be necessary. The Enabler can help them to decide what course of action to pursue, to reach common agreement about what is a desirable result (as well as their fall back positions), and to enable leadership to emerge from their group.

The following general suggestions are offered to aid assisting the group decision-making process:

1. Determine how much agreement already exists, and where there appears to be divergent opinions.
2. Let the group set the pace for resolving their differences but stand ready to encourage their activity and to summarize where they happen to be at the moment.
3. Encourage the expression and exploration of different points of view; allow the group to focus as closely as possible on a common understanding.
4. Look for the natural leader to emerge and then allow that leader to assume control of the group naturally. Don't identify that person too soon; wait until the group recognizes the new leader.
5. Keep the process moving. Give prompt attention to any needs which the group may express; attempt to satisfy those needs.

6. Don't attempt to move the group too rapidly; it is important that they reach closure on one thing at a time. Let them move from the familiar, and let members of the group assist in acquainting the group with the unfamiliar.
7. Be certain the group understands the consequences of each proposal before they take a final position on it. Knowing the consequences, they may or may not be willing to pay the price of obtaining it.

Strategy

Strategy may be defined as meeting one's adversary under conditions advantageous to one's own objectives. The term "adversary" is used because every interagency project represents a challenge to the status quo or "business-as-usual." Every project requires a rearrangement of priorities, disturbs existing relationships, and threatens the balance of power between agencies.

Developing a strategy will depend upon one's:

- ability and actions,
- anticipation of the actions of others, and
- reaction to the actions of others.

The success of the Enabler's strategy will depend upon the ability to play many roles and to produce a plan involving many different players who will perform various other roles as needed to respond to shifting conditions during the mission. It will also depend upon an individual's skill in deploying resources to gain their greatest advantage. As an example, there is no point in bringing in a very influential person to assist the project in the early stages when a more accessible person can accomplish the same result. A sense of timing is critical in order to know when to introduce a proposal, when to attempt to move it forward, when to delay, as well as to know at what speed to proceed.

It is critical that the complete plan, including alternative paths to be developed. The program must consider every foreseeable risk and opportunity; and it must be corrected to acknowledge every unanticipated event. Its success depends heavily on many very competent people performing very precise functions at just the right moment. Thus, everyone involved in it must be knowledgeable of the strategy and the role to be played by every ally. Each must be kept fully informed of progress—successes, failures, and unexpected developments. When there is no backup for a part which fails, then human creativity is essential to rescue the mission from disaster. The role of the Enabler becomes similar to that of the mission control center during a space launch.

Techniques and Precepts

An Enabler uses many and varied techniques in attempting to help a community develop itself. The following techniques have been gleaned from the work of many successful community developers.

- Create an atmosphere of honesty and trust. Give participants a feeling of confidence in the project and recognize their part in its success.
- Go to others; do not make them come to you. People are more comfortable in familiar environments and are more likely to be cooperative in a relaxed atmosphere.
- Invite cooperation; without demanding it. Inquire and solicit aid in correcting a problem; don't attempt to fix blame.
- Set the tone (create a climate) for each session with a carefully thought through statement of the scope of work for the session.
- Settle (temporarily) for small gains but retain one's ultimate goals even though the timetable may be interrupted.

- Let one's conceptual stage be guided by H. D. Thoreau's statement, "Build castles in the air and then build foundations under them."
- Work through existing bureaucracies.
  –Don't attempt to destroy them.
  –Work for, not against.
  –Show how things could be better.
- Include adversaries as well as allies within the organized structure so that adversaries don't form their own groups outside.
- Remember there is almost never a right or wrong side, only different sides.
- Encourage the group to take enough time to reach a calm decision following a thorough examination of all relevant information.
- Establish and maintain a good communication system–to patrons and staff alike. Keep it working whether on a regular or irregular basis. Realize that a written communication may reach others than those for whom it was intended.
- Record all meetings/discussions. Reducing them to writing forces one to analyze "what" happened and should help in determining "why."
- Do not withhold relevant material. If the material doesn't support one's position, prepare logic to refute it.
- Be specific; state in definite terms the what, the who, the when, the why, the where, and the how of the result desired.
- Provide for the proper sequencing of activity; timing is critical in one's strategy.
- Seek opportunities to gain small commitments from one's "adversary." If there is something he will do, encourage him to say so and be grateful. In any event, make it possible for the adversary to act positively.
- Take time; realize that learning rates are slower than listening rates.
- Educate the parties to their roles and responsibilities.
- Provide for active participation of persons in the campaign to build loyalty and give participants a sense of accomplishment.
- Remember to recognize workers for their efforts.
- Include a "learning component" in many parts of one's plan–a consultant, a session for listening to one who has had a similar experience, a visitation program to exemplary projects, and research to gather essential data.
- Remember that people rarely choose one goal to the exclusion of all others. The problem is to find what mix or combination of goals is optimum, desirable or acceptable.
- Have one's group do a self-evaluation from time to time to determine whether or not the goals or strategies should be modified.
- Have one's group meet *around* a table rather than *across* a table or desk; establish a feeling of togetherness rather than separate sides.

The Use of Questions as a Technique

Questions can be a technique or a tactic. Questions can evoke a position statement or merely open very general discussions. The way in which a question is asked will have an effect on the response. A question put in a very careful and precise manner indicates that very exact information is desired. If the question is stated very loosely, a general response is in order. When the question is stated very emphatically, it may not really be a question, but rather a way of making a point or of introducing a new concept for consideration.

Properly used, questions can be a valuable technique to aid in the Enabler's efforts. Questions can be used:

- To seek information.
- To encourage others to join in the conversation.
- To make a statement . . . take a position
- To test an idea.
- To introduce a concept.
- To open conversation . . . a dialogue.
- To gain a response . . . any response.
- To elicit a particular response.
- To establish basis for subsequent statements.
- To clarify the dialogue.
- To change subject of the conversation.
- To shift responsibility for continuing dialogue.

The Value of Sincerity

All the strategies, processes and techniques will fail if the other party detects a lack of sincerity in the Enabler's manner. When dealing with others, these maxims apply:

- Assume everyone is honest and sincere. Don't assume their actions to be anything but honorable.
- No person, no thing is 100%. Don't expect perfection; don't promise perfection.
- Each person comes from a different set of circumstances; prior experiences temper present actions. Take time to permit the parties to come into focus with each other.
- Everyone is proud of something and would like recognition. Sincere praise is welcomed more than constructive criticism.
- Don't find fault or be impatient with those who disagree on an issue; remember it wouldn't be a problem if everyone agreed!
- Be patient and understanding. "The mass of men lead lives of quiet desparation"– H. D. Thoreau.

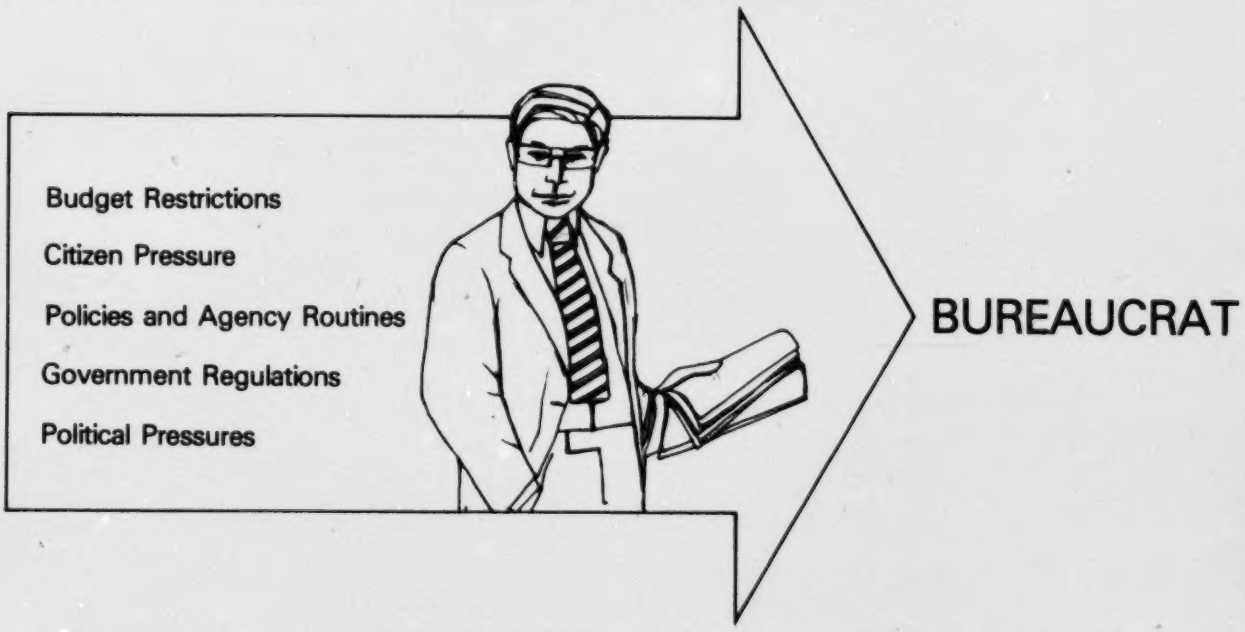
PROCESS GUIDE

1. Who, in your community, best fits the description of "The Enabler"; what is the source of that person's influence?
2. How do you propose to interest that person in your project? Are there other persons, including yourself, who can fulfill the role of Enabler?
3. How do you see the Enabler anticipating community needs and encouraging action to address those needs?
4. What forums presently exist in your community to identify and develop programs of action for addressing community problems?
5. Who are the influential persons in your community to whom you can go for counsel regarding your program?
6. What tools do you feel would be most effective for stimulating action on the need you have identified?
7. What existing community groups do you think you will be able to rely upon to be interested and involved with your program proposal?
8. Which legislative offices can be of most assistance to your mission, and how will you cultivate them?
9. What will you do to establish communication links with the legislative offices?
10. What provisions can you make to enable the natural community leadership to emerge?
11. Describe ways to develop a sensitivity for anticipating the actions and reactions of others.

CHAPTER FOUR
INFLUENCING BUREAUCRACIES

Understanding Bureaucracies

While the word "bureaucrats" conjures up visions of unresponsive, incompetent and ineffective individuals who obstruct progress, a closer examination of these individuals proves that they are often talented individuals. Many of them are frustrated by the limitations imposed upon them by regulations, by the limits of their authority, and by real or imagined pressures.



Whatever the impression may be, it should be remembered that bureaucracies do have expertise and power. They are part of a larger network of control agents which can be of great benefit to a project. They constitute a valuable resource and their support should be cultivated.

Use, Don't Abuse the Bureaucracy

Bureaucracies are almost impossible to dismantle. Even if one is successful in getting a project started without the support of the bureaucracy, it can later challenge the continued existence of the project. Care should be taken to avoid alienating bureaucrats since their neutrality is a more positive base from which to cultivate the support needed if the project is to go beyond the initial start-up phase.

A great deal of energy can be conserved and greater results can be achieved by working through existing bureaucracies rather than by attempting to by-pass them. Although one may be tempted to

work against certain bureaucracies, more can usually be gained by harnessing the power in existing bureaucracies and converting it to serve the project.

One should recognize that power in a bureaucracy does not always flow in the way the organization chart portrays it. Lesser bureaucrats may be eager to extend their "turf" and are often willing and able to influence the ultimate decision makers. Identifying and involving them in the early stages of the project can be very useful.

Genuine interdependencies do exist among bureaucrats and bureaucracies. Use them, don't abuse them. It is a better technique to point out how things can be better rather than to disparage how "bad" things are. . . because others may not agree and an ally will be lost.

The Frustrating Bureaucratic Response

Dealing with bureaucrats can be frustrating to the uninitiated. The normal bureaucratic response is to be non-commital. Because they are parts of a larger organization, bureaucrats are reluctant to make any move that may be a departure from established routine. They are especially reluctant to show what may be interpreted as favored service to one segment of the patrons of their agency.

The bureaucrat who is asked to depart from routine must evaluate the impact such a decision will have upon normal operations. While a deviation from normal may appear to be a very reasonable action, that very action may complicate the agencies' routines and relationships with other agencies. Therefore, the bureaucrat must be convinced that the change is worthy. Those seeking the change must appreciate the impact on agency operations and be able to provide reasons and support or incentives which will convince the bureaucrat to be supportive of the change.

Bureaucrats have superiors. They are restricted by those superiors and their very existence depends upon the continued support and confidence of their superiors. Therefore, any proposal to change agency work must be justifiable to the bureaucrat's superiors. Those proposing changes should analyze the general acceptability level of their project as well as its value to the agency's goals. To do this, the proposers should envision themselves in the position of the head of the agency which they are asking to change, and should evaluate what impact those changes will have on the agency's role in the overall scheme of things.

Bureaucrats often procrastinate or defer consideration of a proposal because they need time to:

- evaluate how much power is held by those proposing the change;
- evaluate the acceptability of the proposal to those agencies, workers, clients, supervisors, etc. whom the agency head considers important;
- evaluate how to cope with the consequences should the change occur.

There are various methods and/or stages of procrastination; among them are the following:

1. *Refer it to another agency.* The proposer should anticipate which agencies have a direct or peripheral relationship to the proposal, and make contacts with those agencies in advance. This procedure will enable the proposer to zero in on the agency most likely to be able to implement the proposal.
2. *Defer actions.* The proposer has a right to know the future date when action will be considered, and also why action is deferred and what steps must be taken in the interval to enable the agency to reach a decision.
3. *Table.* To table a proposal means it will not return automatically for consideration; someone must recall it for reconsideration. In this case, the Enabler may wish to assemble a power base. . . expert power, political power (coercive), authoritative power, or legislative actions.

4. *Appoint a committee.* The proposer should endeavor to provide members to serve on that committee, or to establish contact with one or more individuals who will serve on the committee. In this way, committee progress and needs can be monitored, and essential information can be made available to the committee when needed.
5. *Giving a non-committal response.* One must be impressed by the ability of many bureaucrats to give responses that are non-committal and non-offensive, yet very unclear as to their precise meaning.

What Signals Are Being Given?

Even though a bureaucrat fails to give a clear "yes" or "no" response, there are signals being transmitted in the non-committal response. Among the possible signals are:

- Not interested in the proposal under any conditions.
- Not interested now, need more time or information.
- Rather not be interested but will yield if "influence" is demonstrated.
- Not convinced of the merits of the project.
- Not convinced of the legality of the project.
- Economic constraints make it difficult to consider the proposal.
- Unwilling to consider any change in existing work load or procedures.
- Fearful of consequences of the change.
- The approach is poor or the timing is bad.
- Not convinced of the degree of support being given by others.
- Sufficiently strong reasons have not been presented for me to support the project.
- More is being asked than we are willing or able to give.
- Uncertain as to whether I am to be a collaborator or merely a resource.

How to Respond to Signals

When a bureaucrat gives a non-committal answer, the proposer must determine what signal is being given and respond. The appropriate response may be one or more of the following:

- Provide more information.
- Provide testimonials from community people (leaders, clients, bureaucrats).
- Offer expert consultation.
- Give evidence of the success of similar projects elsewhere.
- Suggest consultation with counterparts.
- Identify supporters of the program.
- Use a power base to recall proposal for serious consideration.
- Approach another agency to gain or strengthen support.
- Table the project for later date.
- Propose plan to study project.
- Suggest staging the project in reasonable steps.
- Ask for pilot project or trial period.
- Have another agency person (who supports the project) make contact.
- Offer alternative fund possibilities including volunteer services or reasonable diversion of effort.
- Review the project and revise in terms of response or find means for making it more convincing.

How to Convince Agencies to Share

The Enabler must reckon with the present level of interagency relationships when proposing a new project. Ambitious projects involving many agencies should not be undertaken until the concept of interagency cooperation has been accepted and relationships among agencies have been strengthened through a series of smaller, successful projects. Each agency and its staff must be convinced that although an interagency project may transfer functions or resources, the net result does not diminish the agency or staff member's "power" with respect to the overall system, and also that the net result provides an overall gain in which they share.

Many writers have made the point that sharing comes about only when there is not a sufficient supply of a resource to maintain each party's need separately. There are few who will dispute the fact that there are not sufficient resources to meet each agency's needs—real or desired. This insufficiency is a basic motivation for sharing; but it is not enough to guarantee that sharing will occur.

There exists a genuine interdependence among agencies. However, that interdependence hinges on a balance of power to which communities have become accustomed. A new linkage among agencies challenges that balance of power and the existing relationships.

In addition, each agency has a domain or territory within the larger system. Each has become comfortable with the organizational system. Any proposal to disturb the boundaries of the agency service area must provide a means of maintaining the balance of power to keep controversy among agencies to a minimum.

Sharing can occur, but only if the balance of power and agency domains are taken into account as well as the basic motivation of insufficient resources. The incentives to share must recognize these factors. If reasonable incentives can be produced, an overall gain to the agencies, to the clients and to the community can result.

The Power Structure

The community power structure is also a kind of bureaucracy. Every community has a "power structure." It may not be general knowledge that a power structure exists, but when one says "they" are doing this, or "they" are responsible for that, "they" means "the power structure."

Who is the power structure? It can be a group of realtors, bankers, lawyers, newspapermen, clergymen, doctors, judges, businessmen, contractors, or others. It is normally a group of individuals who have better economic positions than the average community member and who are usually joined together to accomplish a goal or to keep the community heading in a certain direction. The individuals usually have a social tie in addition to reasonably equal economic status. They are also willing to contribute effort, money or other resources to maintain a base of influence or control over elected and appointed officials.

The power structure plays a part in the scheme of government as follows:

- Influences political parties;
- Suggests or supports candidates and platforms;
- Suggests or influences candidates for appointive officers, who in turn
- Select employees for services.

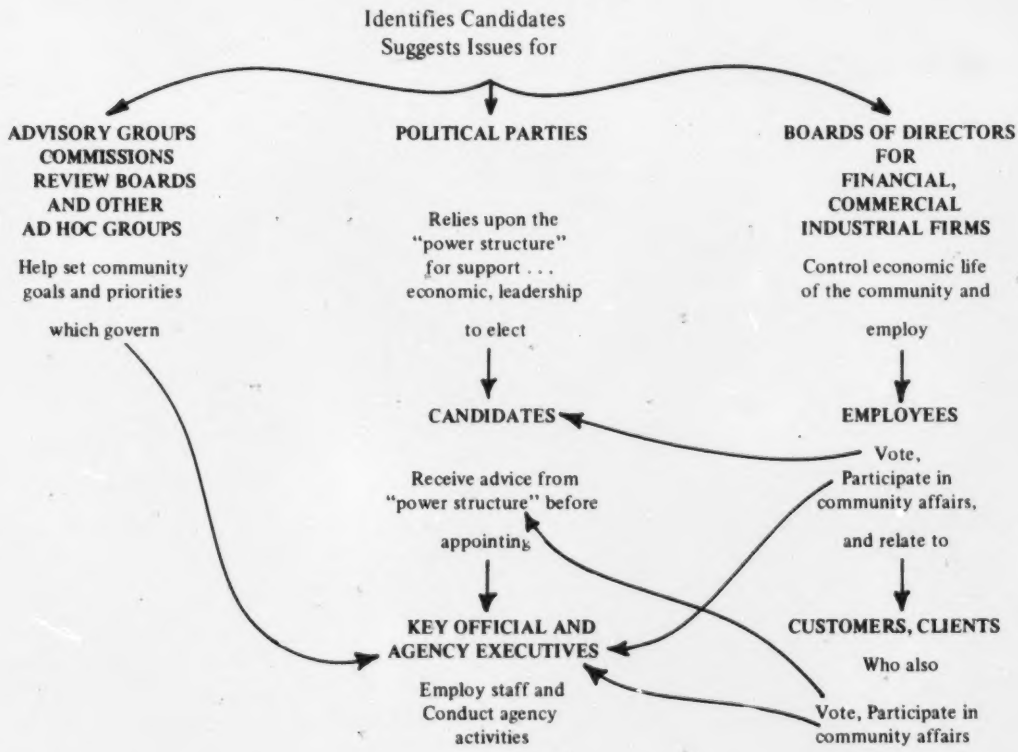
The "power structure" also plays a part in the economic life of the community because its members often own or control local enterprises. Their personal philosophies are transmitted through their organizations to many of their employees. Employees and clients are often influenced in their attitudes toward public officials and policies. In addition, the operation of local businesses is of great significance to the economic well-being of the community. Expansion, modernization plans, and employment policies of the business community are important to the whole community.

The power structure also has an influential voice in identifying candidates for political office

and provides financial support as well as political support in the campaign for election. It is not surprising, therefore, that candidates respect the opinions of the power structure in developing their platforms which ultimately become the basis for community policy positions. Members of the power structure are seated on many commissions, advisory groups, review boards, and other governmental bodies which help set community priorities and goals.

The status of the power structure is logical. Members of the power structure reached that status by being community leaders, by being successful in their chosen fields, and by maintaining strong interests in community development. Their participation and influence in community affairs is not by chance, nor necessarily for selfish interests. They achieved their status by hard work, by taking risks, and by recognizing that community welfare affects everyone, including themselves.

COMMUNITY POWER STRUCTURE



How to Contact the Power Structure

Obviously, the influence of the power structure can be felt at many levels and when one can gain the support of the power structure, great gains can be made. But how does one make contact with the "power base"?

In general, the members of the "power base" do not wish an active role in a project or proposal; they prefer a low profile. However, they do enjoy participating in a ceremonial role. Often, their neutrality on an issue is just as good as their support. When the proposal runs into strong opposition, any small indication of their support is important.

The formal approach may be difficult to arrange because of the power structure's members' desire to remain aloof from active involvement. It takes place in a formal setting and probably

results in a formal response which may be obscure and subject to interpretation from yes or no to maybe. Thus, the formal approach is usually the least desirable tactic to be employed.

The informal approach probably has greater receptivity than for formal approach. It has greater possibilities for a positive response and a negative response is more likely to be soft and gentle. The informal approach to the power structure is carried out in informal settings and may be through mutual social ties–the country club, church, service club, political activity, etc. A mutual friend can act as a go-between to establish a relationship, suggest a point of view, gain a commitment, clarify an issue or invite them to identify a person to assist with the project planning.

PROCESS GUIDE

1. Which bureaucrats are essential to the success of your project; how do you plan to approach them?
2. At what administrative level do you plan to enter the bureaucratic organization, and how do you plan to reach your target–the person most necessary for the project's fruition?
3. Who, in your community, possesses the kind of influence or power which you need to tap; how will you gain their favor?
4. Which bureaucrats can be of most help to your project, and which can be most damaging; how will you deal with them?
5. Have you an understanding why necessary support for your project has not been given; how will you go about gaining that support?
6. Do you have a strategy for dealing with the bureaucratic maze; have you enlisted sufficient allies for your campaign?
7. Have you listed the reasons why and why not your proposal should be supported by each necessary agency?
8. Have you developed fall back positions on major portions of your proposal; do you have an alternate plan or timetable?
9. Does your proposal constitute a threat for any agency; have you devised a strategy for coping with that?
10. Have you considered how your proposal will affect the agency's relationships with other agencies?
11. Who do you believe to be the power structure in your community; how can they be reached for opinions?
12. Is there a sub-structure which focuses in the areas in which you will be working?
13. How will you develop communication channels with the power structure; can you get your message to them easily?
14. How are you likely to learn of the power structure's attitude toward your project?
15. What mechanism have you conceived to take the pulse of the power structure?
16. How will you test your proposals with the power structure before starting your campaign?
17. How will you keep the power structure informed of your progress, your needs, and your aspirations?

CHAPTER FIVE
PROBLEM SOLVING

Problem Areas

Every effort to link agencies in a new or different fashion will raise doubts at various levels of each agency as to the true purpose of the linkage. Some individuals will be concerned about the potential loss of status or power of participating agencies; some will be concerned from a very personal standpoint about how the project will affect their jobs and their futures; others will envision a possible phasing out of their roles in the community which they have cherished over the years.

Beyond the problems of the individual agencies and personnel within these agencies, the project itself may face difficulties. It will become complicated with problems in direct relationship to the number of agencies to be involved. The larger the number of agencies, the more complicated the communications and negotiations become. The size of the agencies (whether the agencies are of equal size or are of dissimilar size) places another set of problems on the mechanics for forming the project. Whether the agencies are of similar type (all educational, for example) or are of different types (schools and public health agencies, for example) will present different problems to be considered. In addition, governance and financing of the new project is of great concern to each agency which formerly had full control over those aspects of its own operation. And finally, the legality of the proposal may be questionable and enabling legislation may have to be obtained.

FORMING INTERAGENCY LINKAGES

Problem Areas

For Each Participating Agency	For the Project
Potential loss of turf	Legality
Potential loss of power	Organizations involved–number, size and type
Staff ability and willingness to change	Communications needed for working relationships–type, number
Potential loss of identity	Overall management–finance governance

All of the above problems must be solved at some point, but probably the first and most frequent obstacle which is placed in front of those proposing change is that the proposal is contrary to existing "policy." This obstacle is usually expressed as "our policy will not permit us to do this."

Challenging Policy

The word "policy" invokes the highest respect in bureaucratic circles and policy manuals are sometimes referred to as "bibles." Policy is one of the concepts which has been so widely accepted that its origin is not questioned though it often should be.

If the origin of policies were questioned, the best place to start is in the dictionary where "policy" is defined as:

1. "a definite course of action adopted for sake of expediency, facility."
2. "a definite course of action adopted and pursued by a government, ruler or political party."
3. "an action or procedure confirming to or considered with reference to prudency or expediency."

The three key words which stand out in the several definitions are: expediency, facility and prudency. In the definitions of these three words, one can begin to see the true purpose of "policy."

"*Expediency*–regard for what is politic or advantageous rather than for what is right and just –a sense of self-interest."

"*Facility*–convenience, easier performance."

"*Prudency*–cautious, practical wisdom–regard for one's own interest."

If the definition of "policy" is revised in terms of the three key words, it becomes:

"*Policy*– a definite course of action adopted for what is convenient and self-serving and without regard for what is right and just."

In light of this re-definition, policies may be seen as traditions which should be challenged as conditions and times change.

Relationship of Agencies

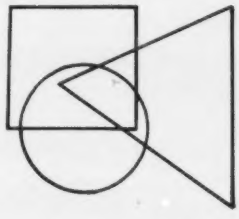
In any community (state, county or local) each agency relates to every other agency. It may be a direct organizational linkage or a less direct way such as competing for clients or support. Each agency has established a certain standing in the community in general and enjoys a ranking in the hierarchy of agencies in the community. Agencies may strive to preserve their relative position in the community by the way they conduct their relationships. Maintaining a suitable distance from certain other agencies may be important if a particular agency is apprehensive about its current or future status.

This apprehension will be a major obstacle if the interagency project seeks to exchange functions or alter territories. For this reason, extraordinary effort must be applied to create an atmosphere of confidence in the negotiations. Honesty and trust are essential in the formation of any plan. Clearcut objectives and goals must be understood by all. A series of small projects will aid agencies in building the atmosphere of trust essential in working out some of the problems which would defeat larger, more complicated projects.

Service Area Boundaries

A major concern of those who desire to form interagency linkages is the service area of each agency (regardless of their difference in relative size or type). Agencies motivated to re-arrange certain service responsibilities are not troubled as greatly if their boundaries do not happen to be co-terminus.

Their new relationship merely involves trading to satisfy organizational needs. The nature and boundaries of each unit have little significance to the project being undertaken, because the linkage does not have a significant effect on the agencies' prime functions nor cause competition for clients or other resources. The re-arrangement may actually improve each agency's capability to perform their prime missions.

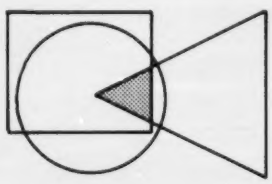


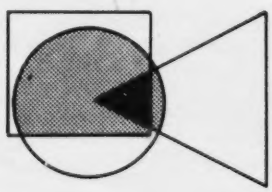
Basic Role Changes

If these same agencies strive to achieve linkages which transfer program responsibilities including the delivery of service to clients, the degree of difficulty escalates rapidly because each must face a different relationship with regard to their constituencies and to their basic roles in the community. Fear and distrust are accentuated in this situation and organizational prestige may become impaired. The relationships are disturbed among these and all other agencies functioning in the larger organizational network. This disruption may be characterized as a "power struggle." New communication networks must be established and strong incentives, strong influence or diplomacy will be required for the relationship to materialize.

Services Beyond Project Limits

If agency service boundaries are not co-terminus and program responsibilities are to be transferred, another problem may be perceived even when the basic "power struggle" is not dominant. This problem involves the level of service to be rendered to the agency's clients by the new partnership.



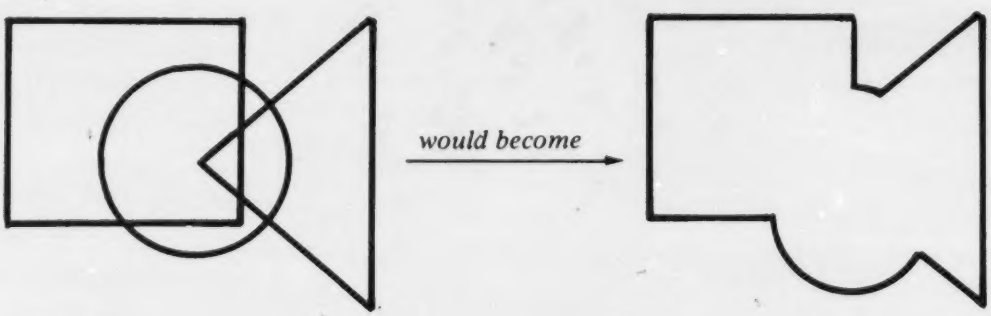


Several questions arise. Should service be improved only in the area of overlap (shaded)? Can arrangements be made to afford service improvements to the entire or combined area? Or, is there a way to provide options for service improvements to the clients outside the common overlap area depending upon their willingness to seek out and partake of the service through the new arrangements in the area of overlap?

The problem is to decide the new level of service for the largest combined area as well as for the initial target area. This type of interagency project is probably the most difficult partnership to effect and it can be further complicated by vast differences in agency sizes or in the nature of the functions of each agency. The larger the number of agencies to be involved in the partnership, the more difficult the problem becomes and the more necessary it is to reduce the agreements to some form of writing along with procedures for resolving differences which may arise.

Forming New Units

One solution to the need to improve service delivery systems through interagency projects is to form a new unit which will provide service at the desired level or fulfill necessary functions for an enlarged area.



The new configuration would either dismantle existing agencies or reduce their functional responsibilities while permitting them to continue to exist at some reduced level. Either of these configurations require meticulous attention to every detail and thorough planning in order to gain acceptance of the new configuration by both staff and patrons and to assure the adequacy of the ultimate service deliver system.

Staff Problems

Because one of the very basic reasons for interagency programs is cost reduction, staff members become very apprehensive when such programs are proposed. They envision (with good reason) staff reductions, job consolidations which will reduce their relative importance in the organization, and even lowered pay or fringe benefits.

When staff reduction is a necessity, most organizations would like to count on normal attrition through retirement and resignations to cope with any necessary reductions. When attrition is insufficient, it may be necessary to "carry" some employees for a while, or it may be necessary to develop some incentives to encourage early retirement. It may also be possible to develop relationships with other organizations to assist "excess" employees to relocate with other employers.

Another staff problem area is reorganization. Reorganization affects the relative importance of some individuals to the total organization; some may achieve a more important status. In every case there is a need to develop a retraining program to help the staff to become oriented to the new relationships and to the role which each individual must assume in the new organization. It is important that the retraining take place at the earliest possible moment, even while the new project is being conceptualized, if possible.

There will be additional personnel problems to be faced depending on what new staff arrangements are made. Retirement system differences, health insurance and leave arrangements, and even such mundane things as office furnishings will surface for attention.

Facing the Problem of Pay Differences

When two agencies share a responsibility or share space, the various personnel will undoubtedly start comparing salary levels, and there will be great pressure to equalize upwards. When possible, this equalization upwards is a pleasant solution to the problem. But, because the motivation for the merger or sharing included cost reduction, another tactic may be necessary.

One tactic is to have the various job elements analyzed and have each position analyzed to determine if the jobs can be re-aligned. The combination of services may permit one individual's assignment to be changed so that the more important, demanding or expert functions can be consolidated. The lesser responsibilities can be removed from that job to be done by another at a lesser cost.

Pay differences are also reflected in work periods and fringe benefits. For example, teaching personnel have a different work year from other government workers. Thus, a school librarian and a public librarian's salary levels will have to be reconciled in terms of the work period. In this case, it is often appropriate to break the salary down into smaller units–hourly units or daily units in place of annual units in order to determine equity in the situation. Fringe benefits, such as leave entitlement, health and other insurance benefits, etc. may have to be standardized, or analyzed in terms of work units (per cent of salary, or dollars and cents per hour) for equalization.

Still More Problems

If the parties are to share a school building, building codes may require major alterations

because of different fire prevention, parking, or other requirements resulting from the different operation. Zoning ordinances may also place an obstacle in the path of an agency which wishes to move into available space in a building already occupied by a different operation. Different risks suggest different insurance coverages so that the advice of an insurance advisor as well as an attorney (who may have been working on the formal agreement) should be solicited. If the partnership is to share equipment, some agreements must be made for the repair and replacement of that equipment as well as the control and scheduling of the items.

Conflict Resolution

Differences over an issue, territory or authority can escalate into a controversy in which the parties need help to reach a reasonable resolution of their differences. The longer the differences exist, the more complicated the issue will become. Therefore, the first step in "conflict resolution" is to identify the central issue and separate it from less important issues which may surface and tend to cloud the central issue.

A second step is to identify the main parties in the dispute as well as the secondary parties, if any. The main parties (and possibly the secondary parties) must select representatives to negotiate or to attempt to compromise. The persons selected as representatives will usually have strong opinions about the issue and may have a personal bias about possible solutions. Therefore, at each step, the conciliator may have to question whether the positions being taken are organizational positions or whether they result from the representatives' personal involvement in the issue.

After the representatives are selected, the groups should meet separately with the conciliator to express how they view the position being taken by others. Each group should also discuss what costs and benefits their group may achieve both by the perpetuation and the resolution of the conflict. When these costs and benefits have been put into context with each other, the group may have a clearer idea of their stake in the conflict. Each group should then consider how the conflict relates to their overall goals and priorities. These activities should permit the groups to gain a better perspective of the conflict and prepare them to consider resolving their differences.

When a perspective of the conflict is achieved the groups are ready to identify possible solutions to the conflict. If each group meets separately, they should establish a ranking which would be helpful to the conciliator. After each member of the group has identified the solution which is most objectionable, and given reasons to support the rankings, each group is ready to reach a consensus on the most preferred and the most objectionable solution. This process helps the conciliator determine what differences exist within each group and between the groups with respect to the alternative solutions.

After gaining an idea of the range of possible solutions within which the groups can agree, the conciliator should determine how much each group would be willing to move to reach a compromise. Once the middle ground is narrowed, a compromise is near although each group may wish to have further small adjustments made before a solution acceptable to all parties is reached. If compromise is not reached at this point, each group should again rank the acceptable solutions. Then the least acceptable solution should be struck from the bottom of each list until the most acceptable solution to each group is found. At this point there should remain only small differences to be worked out.

If differences cannot be worked out, the group might consider reversing their roles in the issue to see if they really appreciate the position taken by the opposite side. This reversal of positions should enable the groups to draw closer together.

CONFLICT RESOLUTION

IDENTIFY CENTRAL ISSUES

IDENTIFY GROUPS INVOLVED

EACH GROUP CONSIDERS:
Position of other Side
Costs, Benefits
Goals, Priorities

IDENTIFY ALTERNATIVE SOLUTIONS
Preferred by Each Group
Objectionable to Each Group

COMPROMISE
Consider Alternative Solutions
How Far Will Each Group Move
Locate Middle Ground
Reach Acceptable Solution

Opportunties for Growth

Problems should be viewed as opportunities for professional improvement as well as opportunities to improve agency capability. The new areas which will be explored in forming the partnership can provide an exhilarating experience and each individual who is involved will grow in the process.

PROCESS GUIDE

1. How do you plan to anticipate the problem areas; how will you evaluate their importance?
2. Which problem areas do you anticipate will be most difficult to resolve; what strategy will you use to attack them?
3. Have you created a balance sheet showing the potential gains and the potential losses to both the participants and the community as a result of your project?
4. How will your project affect the overall network of community agency relationships; does this require another project to be developed?
5. How will your program affect existing staff, including staff relationships?
6. What will you do to resolve pay and working condition inequities?
7. Have you consulted an insurance advisor and an attorney about the new loss exposures of the new arrangements?
8. Identify the major obstacles to interagency cooperation which have been experienced and list ways of overcoming them. Give particular emphasis to the role which the enabler should play.
9. Describe your objective; divide group into opposite roles. Then reverse roles, and have the entire group attempt to arrive at a range of acceptable solutions.
10. Determine a range of solutions and obstacles. Find the level of acceptance for each side. Prioritize the positions of each side, strike from the bottom until agreement is reached.

CHAPTER SIX
CREATING NEW LINKAGES

Creativity in Interagency Programs

Random House Dictionary defines "create" as "cause to come into being as something unique that would not naturally evolve or that is not made by ordinary processes."

While some people may be especially endowed with the capacity to create, there, nevertheless exist some basic ingredients in the process of creativity:

1. One must be convinced that a new solution is necessary and that ordinary methods are ineffective;
2. One must be able to generate a large quantity of ideas for consideration in solving the problem rather than concentrating on single high quality ideas;
3. One must be able to cope with the frustration which comes from people not being willing to accept change and from non-acceptability of new ideas; and
4. One must be willing to work much harder to develop new combinations of ideas to result in a new solution.

When gathering ideas to bring to bear in a particular situation, the tendency to evaluate each idea separately must be resisted. In brainstorming it is more important to let the ideas flow rapidly. Large quantities of ideas generated during a problem solving session permit combining of previously unrelated ideas into new relationships which can lead to creative solutions.

It is hard work generating new combinations of ideas to provide solutions to problems. When the solution is reached, it may appear to have evolved through luck. But "luck is the residue of design and desire" as Branch Rickey put it. And, to quote another sports figure, John Wooten, highly successful basketball coach of UCLA for many years, "we not only want willingness, we want eagerness."

An obstacle in creating new linkages is conceptual blocks that prevent people from perceiving the problem or the information necessary to solve the problem. James L. Adams in *Conceptual Blockbusting*[1] identified six perceptual blocks which prevent a problem-solver from clearly perceiving the problem or the information necessary to solve the problem:

1. Difficulty in isolating problems and using inadequate clues or misleading information which obscures problems.
2. Tendency to delimit problem too closely and impose too many constraints.
3. Inability to see problems from various viewpoints. Better solution; pleases more interests and individuals.
4. Seeing what is expected–stereotyping.
5. Saturation–seeing it so often that it really isn't seen.

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[1] Adams, James L., *Conceptual Blockbusting*, Chapter 2, W. H. Freeman and Company, 660 Market Street, San Francisco, Calif. 94104 (1974).

6. Failure to utilize all sensory inputs which are interconnected and which augment each other.

In addition to these blocks, some people are overwhelmed by the apparent complexity of the problem. In this case, Plutarch's reminder should be employed: "Many things which cannot be overcome when they are together, yield themselves when taken little by little." Patience and hard work combined with open minds and the ability to accept change can lead to a synergism—"the joint action of agents which when taken together increase each other's effectiveness."

Formula for Creating New Interagency Linkages

Communicate—Identifying needs and aspirations can generate opportunities for linkages.

Evaluate—In terms of the gains and sacrifices which can result in quantity, quality and desirability.

Demonstrate—Small, successful projects will develop confidence in new linkages.

Escalate—Should not be attempted until smaller successes are experienced.

Re-create—New partnerships disturb routines and relationships. They need reinforcement. They can also be the basis for other creative linkages.

The key words in the formula are communicate, evaluate, demonstrate, escalate, and re-create. In creating new linkages, it is important for agencies to identify their needs and aspirations and to communicate them to each other. Communication under proper conditions can generate opportunities for linkages which will address the needs and aspirations of each agency involved. When these opportunities occur, they must be evaluated in terms of the gains and sacrifices which can result. Every partnership requires some degree of sacrifice which must be measured in terms of the gains anticipated in quantity, quality and desirability. The potential gains must often be demonstrated before new linkages are accepted on more than a tentative basis. Small, successful projects enable the parties to develop confidence in the new arrangements. Thus, because ambitious first projects have many complications and involve complex inter-relationships, they usually should not be attempted until smaller successes are experienced. In addition, it should be remembered that even successful new partnerships disturb routines and relationships. They need reinforcement; but in the process of reinforcement, opportunities may arise which can be the basis for other creative linkages.

Ad Hoc Arrangements

Operating personnel find ways of making exchanges which improve their lot and which can be accomplished without red tape. In fact, they have a talent for not even letting their supervisors know of the arrangement. These exchanges include lending equipment, trading off tasks, transferring surplus equipment, performing small services in exchange for some other advantage, and so on. As these actions bring the staffs closer together, the ad hoc arrangements sometimes escalate into informal departmental arrangements to meet on a regular basis to share information and to discuss opportunities for further linkages.

One purpose of these informal arrangements may be to serve as referral agencies so that clients may be better served as each agency becomes more informed about the capabilities of the other agency. Forming teams of personnel to attack a problem or to deliver a service in a more comprehensive manner may also result from an escalation of the ad hoc arrangements. Sometimes the meetings will serve the purpose of better defining territories or turfs so that there will be less

duplication and competition between the agencies. At other times the ad hoc meetings and arrangements will be of assistance to each agency in making administrative policy judgments after comparing policies with other agencies.

Rarely is there any formal documentation of these ad hoc arrangements, yet they are extremely successful in smoothing over some rough spots in the assignments of each agency. Where paperwork exists, it is probably only a "memo entry" in some log book to record the "gives" and the "gets" in order to maintain some sort of equitable balance.

Program Coordination

As the linkages become stronger and the agencies consider co-programming, co-ownership of resources, or co-location, the development of an administrative agreement of one kind or another becomes imperative. In some cases, each agency agrees to put on its record an identical statement setting forth what the understandings are. In other cases the agreement takes the form of a "memo of understanding" which each agency signs and the agency's copy serves as a sort of blueprint for the project. In the more formal situation the document becomes a legal contract prepared by attorneys and possibly recorded in a hall of records. In any case, the document might set out:

- how and why the program developed
- what the merger is to accomplish
- how it will function
- any special rights or responsibilities
- any agreed restrictions
- the delegated powers and responsibilities
- financial arrangements
- management arrangements
- procedure for resolving differences
- projected life of the project or the means for terminating it.

Restructuring

When agencies are unwilling, or when they are prevented by law from forming a linkage which has been determined to be desirable, it may be necessary to legislate the change by local ordinance or by state code. Obviously this is a very serious move which will have a lasting effect on each agency. Restructuring carries with it a shift in responsibilities, a change in the powers of each agency, and a reorganization of the network of agencies which might even result in the elimination of an agency. Consideration of this level of linkage will be viewed as a threat to the very existence of some agencies and very serious thought must be given to the problem before attempting to restructure.

Rarely is this type of linkage initiated at the department or agency level unless one agency is attempting to absorb another. It is generally the creation of the governing body. When such a consolidation or linkage is legislated, it may be offered in one of two ways: with an inducement to encourage lesser units to participate in the new arrangement, or by mandate which demands conformance to some new arrangement.

	TYPES OF INTERAGENCY LINKAGES
AD HOC	*informal* departmental agreements information sharing referral system teaming trade offs
PROGRAM COORDINATION	*formal* administrative agreements co-location and co-programming resource loans–personnel, equipment, facilities combine funding for joint project
RESTRUCTURING	*legislated* by governing body shift responsibilities change in powers reorganization

Some Examples of Possible Interagency Linkages

Linkages Formed Because of Declining School Enrollments

Community school programs, interagency programs, and capital management programs can enable a school with a declining enrollment to maintain its program effectiveness at economical costs in lieu of closing or consolidation with another school.

The decision to close a school due to declining enrollments is generally reached after due consideration of several factors, including:

1. **Program Requirements**. A minimum level of enrollments is required to:
   a. support a basic education program staff. Some minimum number of pupils is necessary to permit the employment of an instructional staff large enough and talented enough to offer a basic program together with a sufficient number of options–a range of courses and choices of teachers.
   b. provide for cultural and ethnic diversity.
   c. keep administrative and overhead costs at a reasonable level.
   d. minimize transportation and pedestrian safety requirements.
2. **Cost Factors** which become burdensome when:
   a. providing a solid and diverse educational program together with the necessary support personnel.
   b. plant operational costs remain constant even though plant users decline.
   c. major maintenance and capital improvement costs continue.
3. **Community Opinions** which:
   a. reflect the level of support which the community will deliver to maintain a certain level of educational programs.
   b. are based upon how well that school serves the community's youth, other age groups and the community as a whole.
   c. recognize the impact on the neighborhood from the existence or closure of a school.

Permitting other agencies or programs to use excess school space can:

- save costs for each of the partners, including the school.

- spread facility and overhead costs among the several agencies.
- provide a "holding action" to keep the school operational during an interim period while long range solutions are studied.
- gain revenue from new sources, including rents, leases, or fees.

Interagency programs can not only preserve the "local school" but can also transform that school into a Community Center serving more and different patrons who develop a loyalty to the Center. The Community Center often is the first step in a school becoming a Community School.

> Community/Schools are community centers in which many community human service programs in addition to formal education take place during the same time frame with the patrons of the several programs having programmed access to all specialized areas as their needs require. The Community School may be operated by more than one governmental agency. (Ringers, 1976, p. 22)

The change to a Community School can also lead to:

- new attitudes toward the range of educational and other programs.
- redirection of offerings from the free basis to a fee basis which would transfer some of the burden from general taxes to the users of the service.
- sharing of staff, equipment or space rather than duplication, thereby reducing overall costs to the community.
- an interest in integrating human services to permit:
  - dealing with the entire family situation instead of each member separately and discretely.
  - dealing with learning as a lifetime or intergenerational program rather than a segmented one.
  - correlation of the various "care" programs for pre-schoolers, handicapped, the children of working parents, troubled youth, and senior adults.

The Community/School program attracts other users for the school plant who lend support to the basic program requirements. Different age groups can utilize similar instructional staff on a shared basis or by enrolling on a space-available basis in the regular courses. Volunteers recruited from the older patrons of the facility can augment the school staff in many capacities. Their presence in the building contributes to the desired cultural and ethnic diversity. Administrative costs are spread over a broader program and more individuals. Retention of the educational program permits continuance of schools closer to pupils and, therefore, keeps transportation and school crossing safety at a reasonable level.

For more ideas on this topic, *Surplus School Space: Options and Opportunities* may be obtained from Education Facilities Laboratories, 850 Third Avenue, New York, NY 10022 (1976) for $4. Also, a special memo on the legal, program and management aspects of school space that is shared with other governmental agencies may be obtained free-of-charge by writing EFL at the same address.

Linkages Formed Through Simple Coordination of Activities

Coordination of activities can occur through:

- periodic joint staff meetings
- communication networks to maintain information exchange
- occasional staff exchanges or field observations.

This type of coordination can result in decisions to:

- consolidate human or economic resources

- coordinate client services to address a family group or environmental situation as a team
- anticipate community needs and plan program development on an integrated basis.

Benefits from such arrangements may include program enhancement, cost reduction, and improvement of the quality of community life. Joint purchasing arrangements, responsibility exchanges to permit more efficient use of resources, consolidation of inventories of necessary materials to overcome temporary shortages, and arrangements to provide for small service needs of one agency by another which specializes in that service are some of the ways in which these linkages may be of mutual benefit to the participating agencies.

Linkages Formed Through Facility Sharing

The drawings show a small addition to a junior high school which was done by Sheridan, Behm and Eustice, AIA and CEFPI. The space was added to accommodate a community center or general purpose recreation program. The addition was made at a point which permits:

- sharing kitchen, dining and gym spaces
- easy access through controlled passage to the auditorium and classroom areas
- separate entrance, with ramp access to the parking lots
- reasonable access to outdoor areas which are developed to expand opportunities for use by all ages
- isolation of community center when appropriate

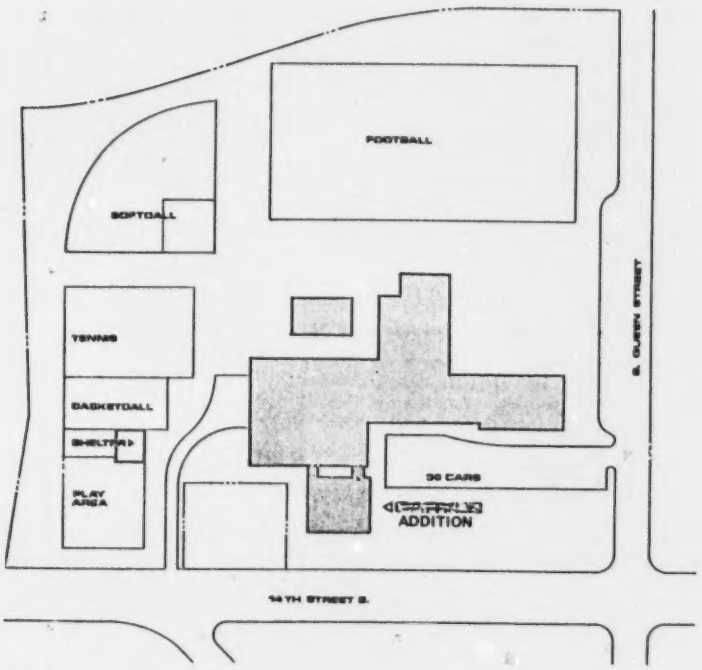
While this addition was made to provide recreation spaces for the neighborhood surrounding the junior high school, the size, configuration and nature of space added could serve a number of other functions. The "community center" label could be changed to read:

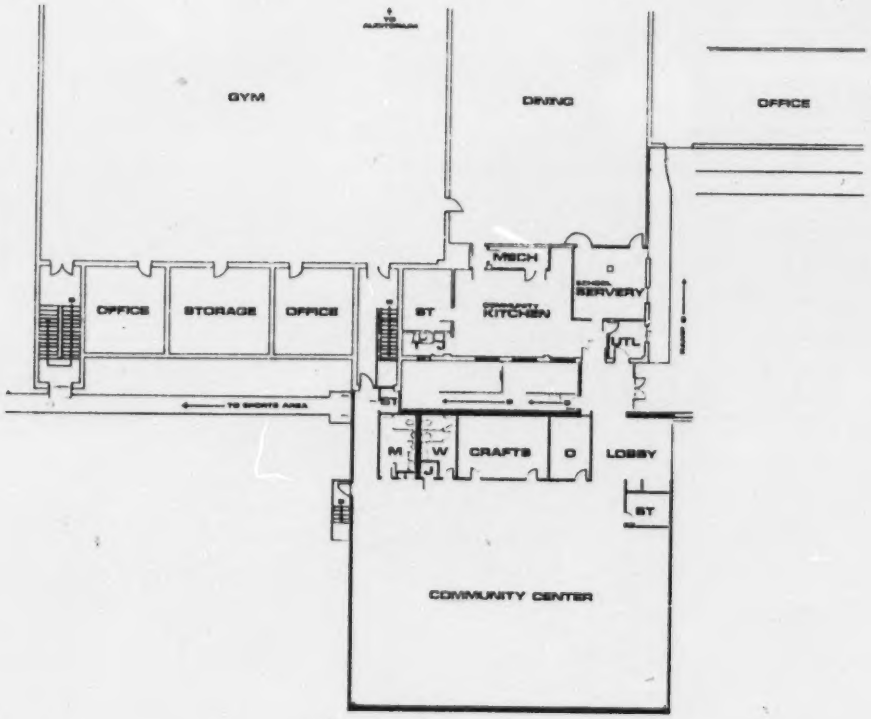
- Day care center or coop nursery school;
- Branch library;
- Social services center;
- Health care and counseling unit;
- Police sub-station;
- Training center for: fire and police trainees
  recreation workers
  teacher aides
- Adult education and university extension center day time programs;
- Sheltered workshop for the handicapped;
- Senior citizen center, workshop, and salesroom for crafts;
- Area offices for governmental services;
- Dormitory housing for employees;
- Rehersal space for performing arts.

While most of the above illustrations imply a cost-sharing arrangement for the tenants, other revenue generators could include: fees from participants and leases with private or public agencies.

Obviously a vacant section or wing of an existing school building could be converted to serve in a similar fashion. School structures are amazingly versatile to serve other purposes. Room sizes, ceiling heights, circulation patterns, and other factors make them amenable to change.

Addition to Hoffway Boston Junior High School, Arlington
Architects: Sheridan, Behm, Eustice and Associates, AIA





Project Sting

Washington, D. C. had a serious problem which resulted in a very unique project known as "Sting." It followed the same formula as presented in this chapter for creating new interagency linkages. Using that formula, the following quotations tell the story as it appeared in an article by Toni House in the September 10, 1977 Washington *Star News:*

COMMUNICATE: The operation began with an icily received telephone call from an FBI agency to a D. C. police lieutenant in 1975. . . burdened with a growing number of thefts from federal office buildings, called to see if they might exchange information. Eventually a meeting was arranged. . . .

EVALUATE: . . . initially a marriage of convenience between the police and FBI. The police had the idea, and the street savvy. The FBI had money, sophisticated electronic surveillance equipment and administrative know-how.

DEMONSTRATE: . . . with persistence and patience. . . the two collaborated on the investigation and subsequent arrest of an office equipment fence in downtown.

ESCALATE: It grew into a two-year partnership known as the Special Projects Unit administered co-equally by Arscott (police) and Lill (FBI) and staffed by a shifting population of FBI and police. . . .

RECREATE: The three operations . . . known collectively as "The Sting" have resulted in the recovery of an estimated $5.2 million in stolen property and issuance of arrest warrants for approximately 500 persons.

EVALUATION: Not only have police received a healthy charge of morale from the projects. . . but the projects have demonstrated that often jealous and territorial law enforcement agencies, such as police, FBI, alcohol, tobacco and firearms bureau, drug enforcement administration, secret service and postal inspectors can work together as a cohesive team over a long period of time.

PROCESS GUIDE

1. What new and different relationships do you perceive for improving service delivery in your community?
2. What procedures will you establish for evaluating your project?
3. Do you have a personal plan for stimulating interagency programs in your community?
4. Will existing laws permit the project; will you have access to legal advice with respect to the arrangements?
5. If restructuring is necessary, how will you develop legislative support and monitor the process?
6. Is your school board and school administration receptive to space sharing arrangements. . . to program and staff sharing?
7. Are there any local (or state) codes which restrict the options for alternative use of surplus school space?
8. What advantages would you contemplate from the alternative use of surplus school space?
9. How will you determine community attitudes toward co-programming, space sharing, and alternative use of schools?
10. Select two specific needs of your community and describe long range plans for resolving them.

CHAPTER SEVEN
OPERATIONAL ASPECTS

Community Involvement

Interagency projects at the local level are frequently the product of client or community activities which bring about change. Citizens may initiate the sequence of events which lead to the formation of the project, or citizen opinions and reactions may be solicited during the developmental period. Citizens can make very effective contributions at every stage of the project.

It is a fact that the actual number of citizens who will be actively involved in any community project will not be large. These same people will be involved in more than one project. Some researchers claim that less than 5% of the total population will be active in decision-making roles at any one time. These people do relate to organized and non-organized groups in the community, so that their influence is in excess of their actual numbers.

Agency personnel may be reluctant to permit citizen involvement in any role except as consumers of the service. Community participation in the decision-making processes is time-consuming and likely to impose new burdens on administration. However, with community participation, the end result is more likely to be a successful program which will deliver services that are more responsive to client's needs. The new working relationships will bring the professionals closer to the community. When the relationship during the developmental phase of the project is beneficial and productive, community participation in the governance of the project can also be advantageous.

Citizen Groups

There are many methods agencies can use to gain citizen participation. Choices in ways that the community may be involved in community project decision-making processes include:

- Citizen advisory committees with staff members serving as resource personnel;
- Citizen advisory committees without staff members;
- Staff committees with citizen representatives;
- Councils of several citizen groups or committees.

And as further alternatives, each of the above may report to either the administrator or directly to the governing board.

The functions of the several committees or councils may be to:

- coordinate the planning activities and to facilitate the operational aspects of the project;
- direct the activity within the scope of authority assigned to them;
- act as a review board to assist staff in their decision-making activities.

Setting up the structure and assigning the function of committees is very important in light of the fact that the persons who will serve have a tendency to continue to function whether through

this activity or related activities. Therefore, it must be made very clear what is expected of the committee, how it will function, and what its reporting responsibilities and limitations are. If this procedure is not implemented carefully, the group is likely to expand its activities because the individuals involved are interested in remaining active in community decision-making processes. Should this happen, the staff may have difficulty in maintaining a proper relationship with the citizens group.

Any citizen group, whether an independent body or a component in a staff group, should include a balanced representation from the entire community as well as the segment of the community which is to be served by the project. The group should be large enough to be representative but it should not be so large that the citizen participants feel that they have not made a direct contribution to the project. In addition to any pre-conceived representation, it should be permissible to accept those who wish to serve but who have not been invited. These persons are motivated with regard to the project and will find a way to be involved either constructively or negatively.

It should be remembered that participation in an activity such as this may be socially motivated as well as project motivated. Citizen participation will be better, therefore, if time is allowed for the socialization, if the meetings are informal, and if light refreshments are available.

The mark of a good administrator is the ability to involve the community effectively without sacrificing the critical elements of the decision-making process since the ultimate responsibility for the effectiveness of the decision must remain with the administrator.

Examples of Citizen Groups

Neighborhood Planning Councils

In 1968, the District of Columbia was interested in developing leadership in each of its communities and in finding a way to involve the communities in the decision-making process. The Recreation Department responded by establishing Neighborhood Planning Councils (NPC's) which provide for participation by both youth and adults in the development, implementation and evaluation of programs in their respective communities. The programs include educational, recreational and employment programs operated by the Recreation Department.

Each year, an election is conducted in each neighborhood to select youth and adult officers for the Council. Each ward of the city is divided into serveral neighborhoods. The Council devotes its energies to community welfare, and it allocates funding for each program (poverty guidelines set general funding level for the neighborhood). Because of the yearly elections, the Councils remain responsive to neighborhood needs.

Workshops and training sessions are conducted for the staff and the Council officers so that skills are developed and newly-elected council members are not intimidated by the bureaucracy. At least two present city councilmen are former Chairmen of NPC's. Curtis Taylor, Chief of the Division of Community Based Programs for Children and Youth views the NPC's as a bridge which makes possible effective community involvement in the decision-making process of both the local neighborhood and the city at large.

Advisory Neighborhood Councils

Each District of Columbia neighborhood elects nonpartisan councils to serve as advocates on local issues and advisors to the mayor and city council regarding the needs of their neighborhood. The city is divided into neighborhoods (about 40 in the city) and each neighborhood is divided into

single member electoral districts (about 200 in the city). Elections coincide with the school board elections. The ANC staff and activities are financed by a special tax levy of one cent on the tax rate. The single member districts meet at least once per month and the ANC assemblies meet at least every three months. They were brought into being as part of the home rule system (1974) and the first elections were held in 1976. They are expected to be advisors to the City Council members who are elected from the city's eight wards.

Advisory Neighborhood Councils also exist in the cities of: Portland and Eugene, Oregon; Kansas City, Missouri; Birmingham, Alabama; Dayton, Ohio; Honolulu, Hawaii; and Independence, Missouri. The Independence, Mo. functions are slightly different from the arrangement presented above. For a description of this Council see *The Community Council,* by Everette Nance, Midland, Michigan, Pendell Publishing, How to Series, 1975.

Community Education Consortium

The city of Jacksonville enacted an ordinance (1975) establishing a "Community Education Consortium" between the City and the County School Board to serve as a coordinating, planning, and facilitating agency. The primary efforts of the Consortium are directed toward the coordination of educational, recreational, cultural, social, health and other other agencies and toward promoting "a more efficient use of school and other public facilities through an extension of personnel, building and equipment." The Consortium is also to "solicit and encourage other public and private agencies charged with providing educational, social and other services to deliver those services *through* the community school." (emphasis supplied)

This Consortium is composed of a Community Education Council, various advisory committees and administrative personnel. The Council is composed of appointees and persons who hold particular offices:

The mayor
Two members of the City Council
Two members of the School Board
The Superintendent of Schools
The Chairman of the Council of Citizen Involvement, Inc.
One representative of Florida Junior College
The Chairman of the Community Education Advisory Committee

The powers and duties of the Council are to:

- Appoint community educational administrator and other administrative and support positions
- Apply for, receive and administer grants, donations and gifts
- Receive and administer community education appropriations
- Enter into intragovernmental agreements with school board for use of buildings, land, equipment and other property on a shared or leased basis
- Budget for the community education program
- Contract with private persons, firms, corporations, associations or organizations to provide personnel, services, materials and other items for community education
- Acquire, own, maintain and dispose of personal property for use in community education
- Recommend designation of particular schools as community schools
- Promote and coordinate educational enrichment programs for adults

- Request an accounting of funds from the various public and private agencies and organizations which may be providing services to the community education programs
- Exercise and fulfill such other powers and duties as may be vested in it or in the Consortium by this chapter.

Management

Even though a particular facility is a logical location for an interagency project its administrators often have reservations about being the hosts for such projects. Locating an interagency program in a facility places an additional load upon the host agency personnel, equipment and facilities. These burdens need to be minimized or relieved. Personnel often need to be compensated for the extra burden they carry or supplemental personnel need to be supplied to relieve the burden. Decisions need to be made concerning how equipment can be supplemented or replaced by the using agency which is responsible for the extra wear. The facility problem requires good management to regulate users in such a way that the agency missions are not impeded. Efficient management will also enable users to be more satisfied with the way their space needs are supplied.

Several examples of interagency management models are available. Six management models are described in Chapter 10 of *Community/Schools and Interagency Programs.* They include service contracts, landlord-tenant, combined budgets, community education, joint venturing, and formation of a new unit. Each has applicability depending upon the need to be fulfilled. The models are developed around the need: to pool capital costs, to share use of a plant, to increase community use of a plant, to spread the cost of plant operations, to be more responsive to clients, to share staff and equipment, to consolidate service locations, or to exchange program services.

The following chart provides an overview of management model functions and needs based upon potential options:

MANAGEMENT MODEL FUNCTION[1]

YOUR OPTIONS

YOUR NEEDS	Service Contracts	LANDLORD-TENANT		Combine Budgets	Community Education	Joint Venture	New Unit
		Use Permits	Lease				
To Pool Capital Costs				X		X	X
To Share Use of Plant		X	X	X		X	X
To Increase Community Use of Plant		X	X		X	X	X
To Spread Cost of Plant Operation		X	X	X		X	X
To Be More Responsive to Clients		X		X	X	X	X
To Share Staff and Equipment	X			X		X	X
To Consolidate Community Service Locations					X	X	X
To Exchange Program Services	X			X		X	X
YOUR TOOL							
Policy Change		X			X		
Memo of Agreement						X	
Contract or Legislation	X		X	X			X

[1]Ringers, Joseph, Jr., *Community/Schools and Interagency Programs,* Pendell Pub. Co., 1976, p. 119.

Implementing these models may be accomplished by a policy change, memo of understanding, contract or by legislation. In addition, administrative procedures and forms should be developed. They should be clear and concise so that those who use the services are able to understand their responsibilities as well as their rights. Invariably there will be factors not contemplated when procedures are developed. An advisory (or appeal) body should be formed to react to those situations. This body is important so that the new arrangements may adjust with the times and remain responsive to the needs of the community being served (since even that community will change).

Financing Interagency Programs

Basic program costs in interagency programs remain the responsbility of each agency, but shared costs and the cost of programs which are managed as an addition to the prime mission of an agency should be handled separately. Shared costs may include the operating costs of a building which is jointly occupied, equipment, personnel, or other items which serve more than one program.

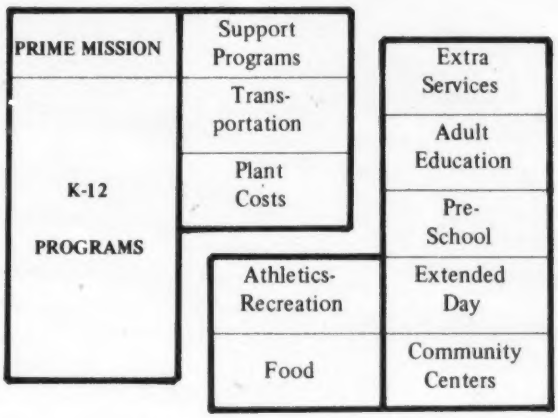
The agency which manages such cost items may function in several ways:

- As a service bureau to execute contracts providing for the level of service required by each agency and in compensation at an agreed rate.
- Or, as a vendor of services standing ready to provide necessary services upon request at established rates.

In either of these cases, it is likely that the agency would set up a separate fund through which it accounts for the revenue and expenditures for such activities.

For example in the case of a school system, it is desirable to separate non-school costs from prime mission costs. This separation can take place in the same manner as food service operations and school activity funds.

THE SCHOOL BUDGET



Establishing a "shared program service fund" has benefits:

1. It avoids inflating the "per pupil" operating costs of the schools;
2. It legalizes certain activities which the schools might not be able to perform under normal circumstances;
3. It provides for the pooling of resources to accomplish innovative projects;
4. It isolates programs for regular analysis; and
5. It permits easy identification of program costs and activity in order that the level of those activities may be changed.

PROCESS GUIDE: Operational Aspects

1. Identify a plan for community involvement in the planning and decision-making process.
2. How will your plan of involvement be representative of the whole community?
3. How can each member of your citizen group make a meaningful contribution?
4. Describe a process for determining and prioritizing community common goals.
5. What methods are best to rank the various candidate goals?
6. Identify specific community and agency groups which you believe should participate in planning your project.
7. List some activities for strengthening relationships within the citizen group.
8. Describe how staff members should be involved in community planning activities.
9. How will community advisory groups function after the project is operative?
10. What motivation devices will encourage effective citizen participation? How should citizen efforts be recognized?

CHAPTER EIGHT
CREATING INTERAGENCY PROJECTS

The Opportunity

There are many agencies, groups and individuals devoting time, attention and resources to addressing the needs of a community. Interaction and coordination between them can result in a sharing of the load, conservation of the resources, improvement of services and even enlargement of the effort. Sharing is basic in interagency programs and conservation of energy and resources is both a proper and attainable objective. Whether sharing takes place through simple ad hoc arrangements or in a more formal setting, it depends upon communication of need and opportunity in order to come into being.

Initially, the most important role of the Enabler is to be a communicator, to identify opportunity and potential partners, to generate an awareness of the gains to be made, and to activate a process to capitalize on the opportunity. The Enabler must be an opportunist taking advantage of any circumstance which may help toward the achievement of the goal. Some of the circumstances which may provide opportunities for interagency programs to be developed or improved include:

- surplus space in a school building
- a human interest news article calling attention to a need
- availability of federal or state funding which can be applied toward a particular interagency program
- a political declaration showing interest in a particular area or for a particular group
- a group which has been conducting a modest program and is now faced with an obstacle for continued existence
- the availability of community college students or other volunteers for community service programs

As soon as the opportunity has been recognized and appropriate leadership emerges, the Enabler should stand aside and perform the statesmanship role of seeing that effort is maintained toward the goal, that effort is purposeful and productive and that creativity and resourcefulness are applied when obstacles are met.

Which Agencies

Some of the community agencies which could be interested in applying resources to various aspects of interagency programs are: schools, social services, community action programs, recreation, community colleges, churches, mental health groups and courts. Their interest or motivation could include:

- utilizing excess space as a revenue generator
- securing a source of volunteer aides for the basic mission
- providing lifetime learning opportunities
- fostering intergenerational relationships

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- meeting their basic mission objectives
- providing opportunities for program improvement or expansion
- securing political support for the agency
- improving the quality of community life

Each agency may choose to participate in a different way. One may only be interested in establishing a communications link which will enable it to avoid duplication of service, to maintain similar service policies or to reduce competition with other programs. Another may be interested only in an information and referral arrangement which permits the agency to maintain its own integrity but affords clients better access to its services. Still other agencies may be seeking program coordination or even consolidation. Some may be willing to exchange staffs from time to time and others may be interested in sharing facilities or equipment.

Evaluating an Opportunity

When an opportunity for an interagency program arises, the Enabler should take a moment to reflect and consider the following questions:

1. What is my most ambitious goal for the program?
2. What is a significant first level to start?
3. What alternatives are there to the present way of handling the situation?
4. What agencies must participate in order to be successful?
5. Why should those agencies participate (what are the gains); what may discourage them from participating (what are the sacrifices)?
6. Who influences those agencies?
7. How can I establish a link with the persons who influence the agencies?
8. Do I know of similar projects; and are there any transportable ideas from that experience?
9. Do I know the applicable rules, laws, ordinances and guidelines for what I am proposing?
10. Whose help will I need; who can be done without?

Generating Support

A small cadre of interested persons will be needed in order to get the project started—citizens, clients, agency personnel, etc. If they find they have a common purpose, they must begin to generate a larger base of support in order to make meaningful progress. They may determine that they require support from other agency heads, personnel on the operating level of other agencies, clients of the several agencies, special interest groups, elected officials, etc. Eventually they will find that they need support from most of these groups if the project is a major departure.

Each of these groups influences bureaucrats to alter agency practices, policies, procedures and programs by exerting power which each group derives from different sources as illustrated in the following chart:

WHO INFLUENCES BUREAUCRATS

INFLUENCERS	EXERT POWER BY	DERIVE POWER FROM
Other Agencies	Mutual Support	Legislation
Superiors	Authority	Policies
Operating Personnel	Ad Hoc Arrangements	Initiative
Clients	Demand	Votes (Candidate, Budget)
Elected Officials	Influence	Budget
Special Interest Groups	Presentations	Coercion

Political Action

The support of elected officials is very important in bringing about major changes. If legislation is necessary to either permit the project or to provide funds for the project, a political action plan should be designed in the early stages.

PLAN FOR POLITICAL ACTION

1. Set a Goal
2. Form a Group
3. Register to Vote
*4. Question/Advise Candidates
*5. Deliver Votes/Support
*6. Monitor Candidates' Performance
7. Inform, Assist, Support Officials/ Candidates on Other Issues

*Repeat as Necessary

A political action plan will provide a means of informing candidates of the needs of the constituents (don't speak of things, speak of people). It should be designed to support those candidates who express a willingness to assist the program, and it should provide for the monitoring of the candidates' performance after elections. It should be designed to make use of the groups indicated in the following chart who influence elected officials.

WHO INFLUENCES LEGISLATORS

INFLUENCERS	TACTIC	EXERT POWER THROUGH
Local Voters	Communication	Votes
Party Leaders	Organization	Mutal Support
Fellow Legislators	Vote/Absence	Trade-Offs
Lobbyists	Expertise/Incentive	Campaign Support
Special Interest Groups	Presentations	Coercion
Bureaucrats	Position Papers	Expertise

Evaluating the Action Process

In the process of generating support and/or political action, the Enabler should pause again and consider the following questions:

1. Do I have a good working knowledge of the structure and decision-making mechanics of the agencies which must be involved?
2. Do I know the power base for bringing about the change I desire? Do I have a means for reaching that power base?
3. What are reasonable time schedules?
4. What techniques will I use to strengthen ties among the agencies?
5. How will I involve the clients, officials and management of each agency?
6. How will I reassure participating agencies that their gains are sufficient to offset their sacrifices in the new venture?
7. Will the various groups be able to compromise if necessary?

Actuation of the Interagency Project

Whether successful interagency linkages are created depends upon the following factors:

- Commitment–The key personnel of each agency must be fully committed to the project and its success.

- Agreement–The basic understanding reached should be recorded so that each party knows what it has committed itself to do.
- Communication–Both formal and informal communication linkages must be maintained. The informal link is the life blood in keeping the project in operation.
- Attitude–A positive attitude toward the project must be reinforced constantly by the key agency personnel.
- Assessment–A regular assessment should be planned and appropriate modifications made in a rational and reasonable manner.

And Finally. . .

In creating interagency linkages and programs, the functions performed by the Enabler are crucially important. The role of the Enabler is demanding and the required leadership style is not an easy one. Not everyone's personality and leadership abilities are such that the individual can motivate others while maintaining a low personal profile. Before attempting to function in the Enabler's role an individual must assess personal strengths, weaknesses and attitudes. In determining whether one was meant to be an Enabler, the following poem should be considered to determine if the description it contains is applicable.

I am only one,
But I am one.
I cannot do everything,
But I can do something.
What I can do, I ought to do;
And, what I ought to do,
By the grace of God
I will do.

–Author unknown

PROCESS GUIDE

1. Have you though out the problem? What will it take? Who *must* be involved; who can be done without?
2. What are the pluses and minuses for *each* party? Has anyone else pursued a similar project? What were their solutions: are there any transportable ideas from their solutions or obstacles?
3. Do you have "points of contact" for similar or related projects?
4. Do you know the power base for bringing about the change you desire?
   - can you approach directly or indirectly
   - do you need to get concepts/info to the power base
5. Have you allowed time for all of the above to "mature" after conception and before use?
6. Now take inventory:
   a. What is the most ambitious goal desired?
   b. what agencies must participate to be successful?
   c. Why should those agencies participate (gains)?
   d. What will discourage them from participating (sacrifices)?
   e. Who influences those agencies?
   f. What do those people (the influencers) respond to?
   g. Who do you know (or how can you) to establish a link with those persons?
   h. What can you do to establish a link?
   i. What are reasonable time schedules?
   j. What techniques will you use to strengthen ties between the agencies?
   k. Who would take the leadership role and how will you influence that?
   l. How will you involve the clients, officials, management of each agency?
   m. How will you reassure participating agencies that their gains are sufficient to offset their sacrifices?

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ABOUT THE AUTHOR

Joseph Ringers, Jr. holds advanced degrees in business administration and in educational administration. He has over twenty-five years of experience as teacher, adult education director and school administrator as well as experience in several industrial-commercial positions. He has written numerous articles for professional journals and is the author of *Community/Schools and Interagency Programs* (Pendell Publishing Co., Midland, Michigan, 1976).

Joe Ringers is presently Assistant Superintendent of Schools in Arlington, Virginia, a city which has a long history of interagency arrangements for sharing. Since 1965, he has functioned as the facility planner and "owner's representative" for school projects and joint projects involving other community agencies.

In 1974, Joseph Ringers, Jr. was recognized as "Planner of the Year" by the Council of Educational Facilities Planners International for his work in community/schools and interagency programs. He served on the expert panel for the coordination of school and community facilities with the international Organization for Economic Cooperation and Development (OECD) in Paris, France in 1975.

Community Involvement for Classroom Teachers
By Donna L. Hager

Numerous solutions are suggested for Americans' problems. Although the proposed solutions may be very dissimilar, they frequently have one factor in common–that of advocating the involvement of the community. Research data are documenting the fact that successfully identifying the needs of a community and designing programs which meet those needs is dependent upon involving the community in the planning, development, and implementation of each program.

The intent of the publication *Community Involvement for Classroom Teachers* is to help teachers meet this challenge. The areas covered give the teacher a theoretical base as well as practical ways to implement basic elements of community involvement to enhance the learning process in the K-12 program. It discusses the rationale for teachers' involvement with the community, the use of volunteers in the classroom, techniques for relating the classroom curriculum to the community, strategies for home visitation, and involvement imperatives of the future. Sample instruments and materials are also included to aid the teacher in initiating, implementing, and evaluating community involvement directly related to the classroom. 1977, 64 pages, 8½ x 11.

Price: 1-5 copies @ $2.95 each; 6-25 copies @ $2.60 each; 26-50 copies @ $2.35; over 50 @ $1.95.

Creating Interagency Projects . . . School and Community Agencies
By Joseph Ringers, Jr.

Conservation of energy and resources, recycling and reprogramming of excess space, coordination and co-programming of services, efficiency and economy are familiar phrases to most Americans. Citizens, professionals, agency executives and elected officials alike are recognizing that cooperation must take place if we are to provide effective service levels to all people within a reasonable range of costs. Thus, the concept of interagency programs is rapidly gaining acceptance in many communities because the interaction and coordination between agencies often results in a sharing of the load, conservation of the resources, improvement of services and even enlargement of the effort.

This publication is based on the premise that sharing is basic in interagency programs and that conservation of energy and resources is both a proper and attainable objective. Its subject matter covers the elements and processes of creating interagency linkages and projects as well as the leadership style of the individuals, "The Enablers," who are instrumental in creating these linkages and projects. In eight chapters it discusses basic principles and concepts, leadership, strategies and techniques, influencing bureaucracies, problem solving, creating new linkages, operational aspects, and creating interagency projects. 1977, 56 pages, 8½ x 11.

Price: 1-5 copies @ $3.95 each; 6-25 copies @ $3.60; 26-50 copies @ $3.35; over 50 @ $2.95.

Forthcoming Publication: Scheduled Release January, 1978

The Funding Process: Grantsmanship and Proposal Writing
By Virginia A. Decker and Larry E. Decker

Grantsmanship is an organized way of seeking funds from an external source to support a desired activity. Securing monies from a funding source to undertake or maintain programs, projects or research has become a fact of life for many institutions and individuals. Because the competition for grants is intense, developing grantsmanship skills has become a necessity.

This publication discusses the grantsmanship process in terms applicable to the novice as well as the more experienced seeker of funds. It covers the phases of developing an idea, searching for a source of funds, researching potential funding sources, writing and submitting the proposal, reviewing the proposal by funding sources, and administering a grant.

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